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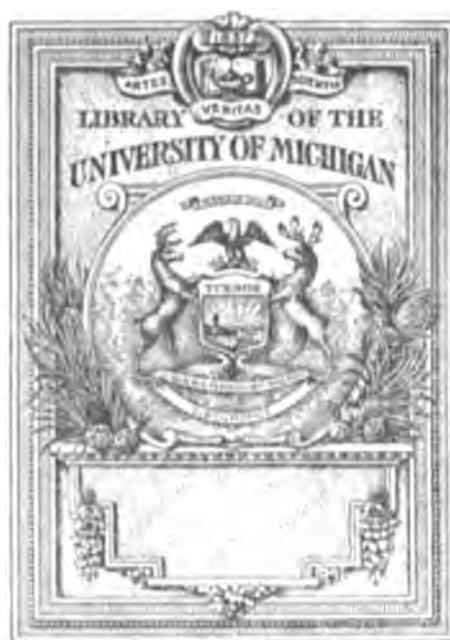
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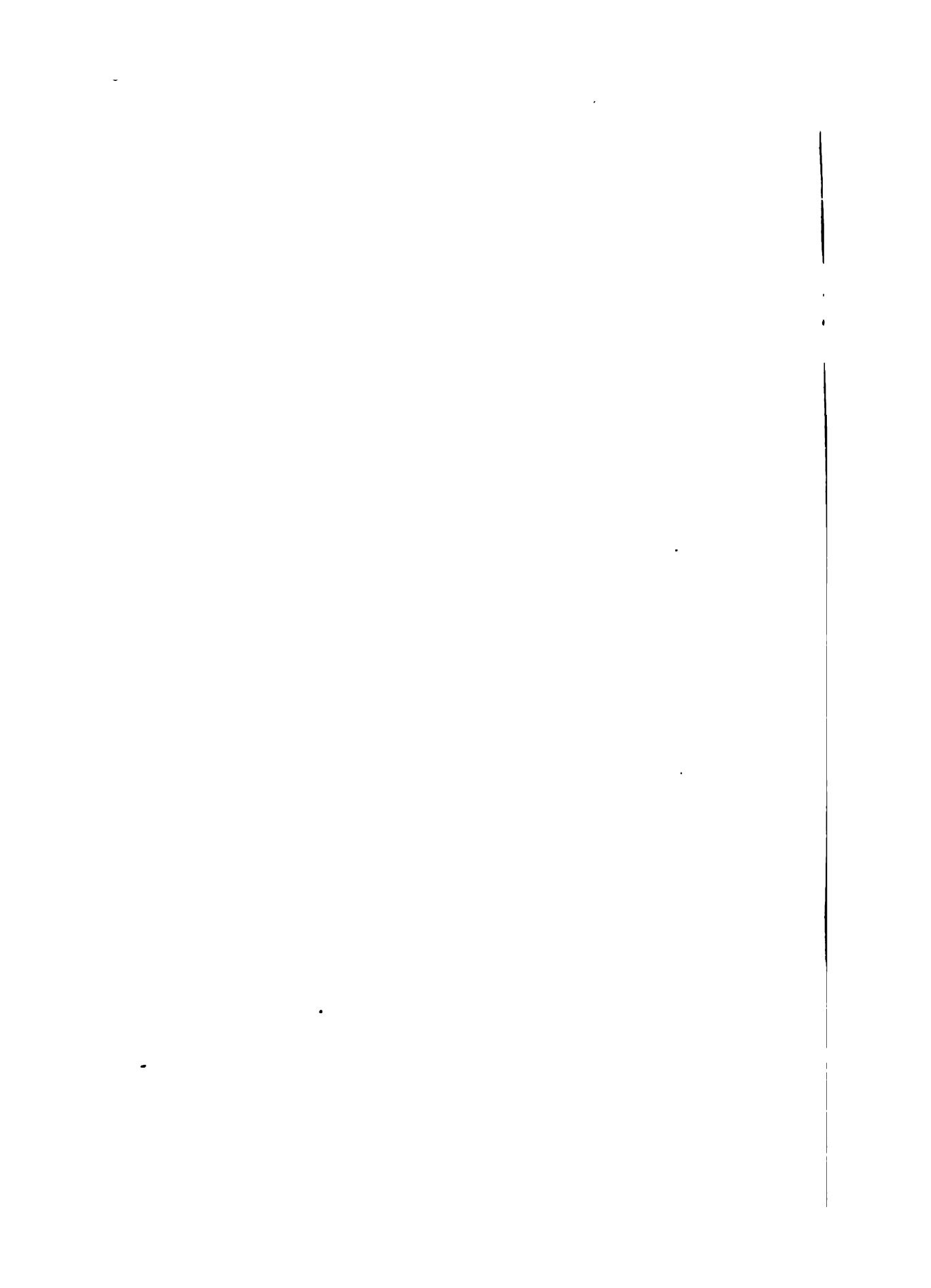
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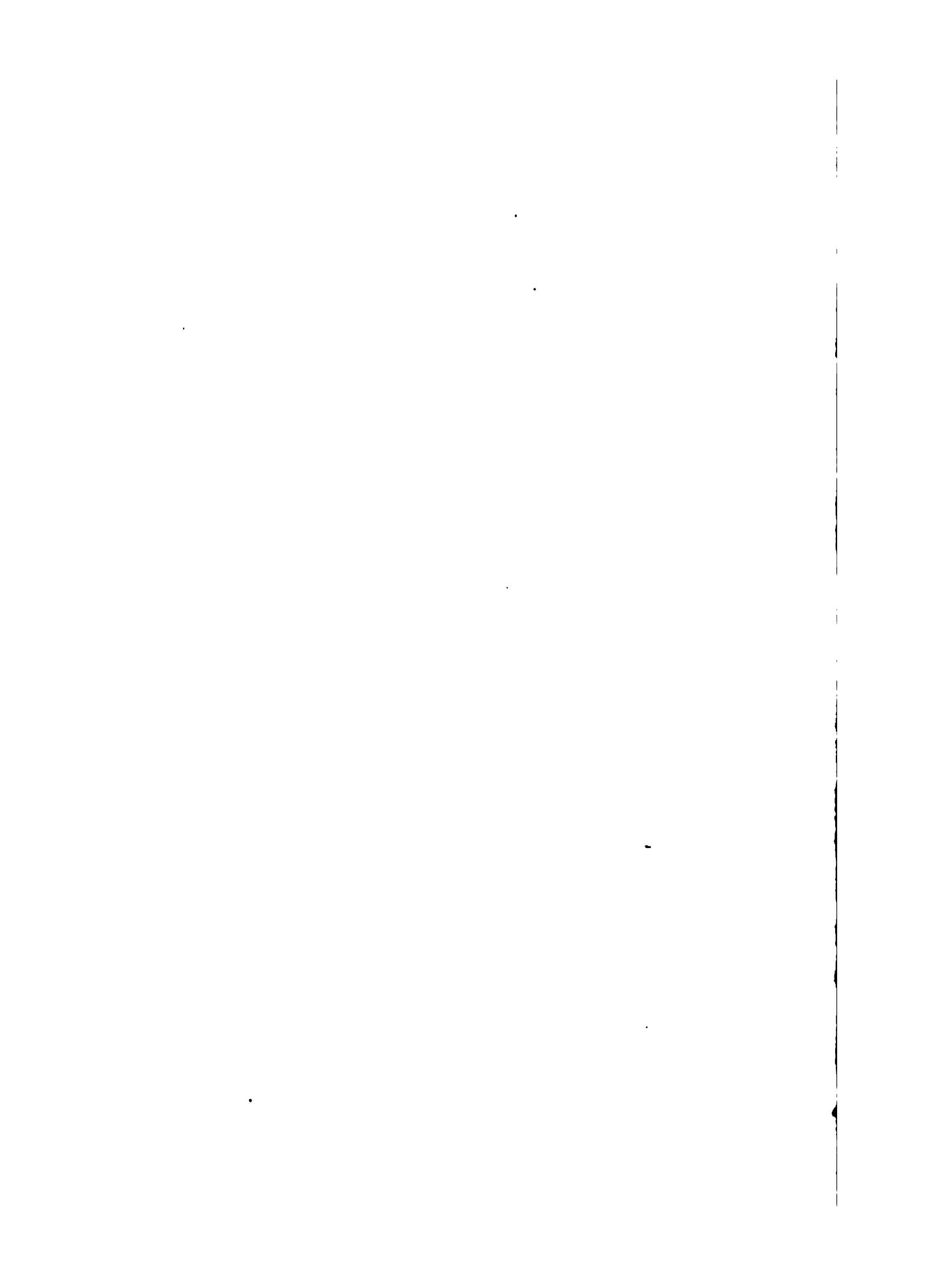
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# THE SPRINGFIELD SURVEY

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## A STUDY OF SOCIAL CONDITIONS IN AN AMERICAN CITY

DIRECTED BY  
**SHELBY M. HARRISON**  
DIRECTOR DEPARTMENT OF SURVEYS AND EXHIBITS  
RUSSELL SAGE FOUNDATION



FINDINGS ISSUED IN THREE VOLUMES WHICH REPORT ON NINE  
PRINCIPAL FIELDS OF INVESTIGATION

*VOL. I*

NEW YORK  
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1918

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# THE SPRINGFIELD SURVEY

## VOL. I

### INTRODUCTORY NOTE.

#### THE PUBLIC SCHOOLS OF SPRINGFIELD, ILLINOIS.

Leonard P. Ayres, Ph.D., Director, Division of Education, Russell Sage Foundation.

#### CARE OF MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS IN SPRINGFIELD, ILLINOIS.

Walter M. Treadway, M.D., Assistant Surgeon, U. S. Public Health Service.

#### RECREATION IN SPRINGFIELD, ILLINOIS.

Lee F. Hanmer, Director, and Clarence Arthur Perry, Associate Director, Department of Recreation, Russell Sage Foundation.

#### HOUSING IN SPRINGFIELD, ILLINOIS.

John Ihlder, Field Secretary, National Housing Association.

#### THE CHARITIES OF SPRINGFIELD, ILLINOIS.

Francis H. McLean, General Secretary, American Association of Societies for Organizing Charity.

## VOL. II

#### INDUSTRIAL CONDITIONS IN SPRINGFIELD, ILLINOIS.

Louise C. Odencrantz, Committee on Women's Work, and Zenas L. Potter, Department of Surveys and Exhibits, Russell Sage Foundation.

#### CITY AND COUNTY ADMINISTRATION IN SPRINGFIELD, ILLINOIS.

D. O. Decker, Civic Commissioner, Commerce Club, St. Joseph, Missouri, and Shelby M. Harrison, Director, Department of Surveys and Exhibits, Russell Sage Foundation.

#### PUBLIC HEALTH IN SPRINGFIELD, ILLINOIS.

Franz Schneider, Jr., Sanitarian, Department of Surveys and Exhibits, Russell Sage Foundation.

#### THE CORRECTIONAL SYSTEM OF SPRINGFIELD, ILLINOIS.

Zenas L. Potter, Department of Surveys and Exhibits, Russell Sage Foundation.

## VOL. III

#### SPRINGFIELD: THE SURVEY SUMMED UP.

Shelby M. Harrison, Director, Department of Surveys and Exhibits, Russell Sage Foundation.

In each section will be found its own table of contents, list of illustrations and tables, and index.



## INTRODUCTORY NOTE

In the preface of a recent illuminating book, *The Town Labourer*, by J. L. Hammond and Barbara Hammond, the authors have observed that "the more closely any period of history is studied, the more clearly does it appear that the mistakes and troubles of an age are due to a false spirit, an unhappy fashion in thought or emotion, a tendency in the human mind to be overwhelmed by the phenomena of the time, and to accept those phenomena as the guide to conduct and judgment, instead of checking and criticising them by a reasoned standard of its own. Men come to think," the authors continue, "that it is their business to explain, rather than to control, the forces of the hour."

In these phrases lies something of the thought which has been behind the rapidly-spreading social survey movement in general and behind the Springfield survey in particular.

The Springfield undertaking was aimed above all at action, at something affirmative, at control of social conditions for the good of the community. Its purpose was not only to furnish a record of the social phenomena of this typical American city, but to gather such a budget of facts as would be a check and criticism of conditions and tendencies and would ultimately afford a sound basis for recommending measures of improvement. It aimed further to give such wide local currency to its facts and recommendations as would stimulate the public to constructive action.

The survey began with a group of forward-looking citizens who had been giving thought to conditions in Springfield and who wanted to see them improved—a group quick to recognize that an intelligent plan of social and civic progress required dependable data on local problems and a knowledge of the methods of dealing with similar or related situations elsewhere. Out of this nucleus grew the Springfield Survey Committee, which became financial and moral sponsors for the project. The full list of members is given on another page. They numbered 25 and included representative men and women in many fields—public

#### INTRODUCTORY NOTE

officials, business men, labor leaders, clergymen, doctors, women's club leaders, editors, teachers, social workers, and others.

The actual plánning and direction of the survey were put into the hands of the Department of Surveys and Exhibits of the Russell Sage Foundation, which enlisted the co-operation of six other departments of the Foundation, five other national organizations, five Illinois state organizations, the Springfield social agencies, and some 600 local volunteer workers.

This large outside co-operation was contributed, in part, because of the representative character of the city, and the consequent belief that what was done here might prove useful elsewhere. It will be recalled that in 1910 there were 200 cities of the United States ranging from 25,000 to 150,000 in population.

Springfield, with roughly 60,000, falls sufficiently within these limits to be fairly typical of the others. It is located in the heart of a rich agricultural region, is the center of important mining, manufacturing, and trade enterprises, and is one of 48 state capitals. It also shares with other cities kindred questions of public policy, involving, among others, problems of public health, delinquency and correction, public education, recreation, charities, housing, labor conditions, mental hygiene, and efficiency in the public offices.

The survey was undertaken to deal with these questions. It therefore comprised nine main divisions, corresponding to these fields of inquiry, and each division was under the direction of an expert in the subject.

The Committee raised \$6,000 for the survey, and later \$3,000 more to put the findings and recommendations into graphic form for exhibition. Additional expenditures by the Russell Sage Foundation and the co-operating national, state, and local organizations brought the total outlay up to much more than double the original sums.

The field work was begun early in 1914, and completed by early autumn. Since the survey was essentially an educational venture, aimed to inform the citizens on community conditions, needs, and proposed remedies, when the reports were ready every available avenue to the public attention was made use of. In October and November, under the direction of E. G. Routzahn

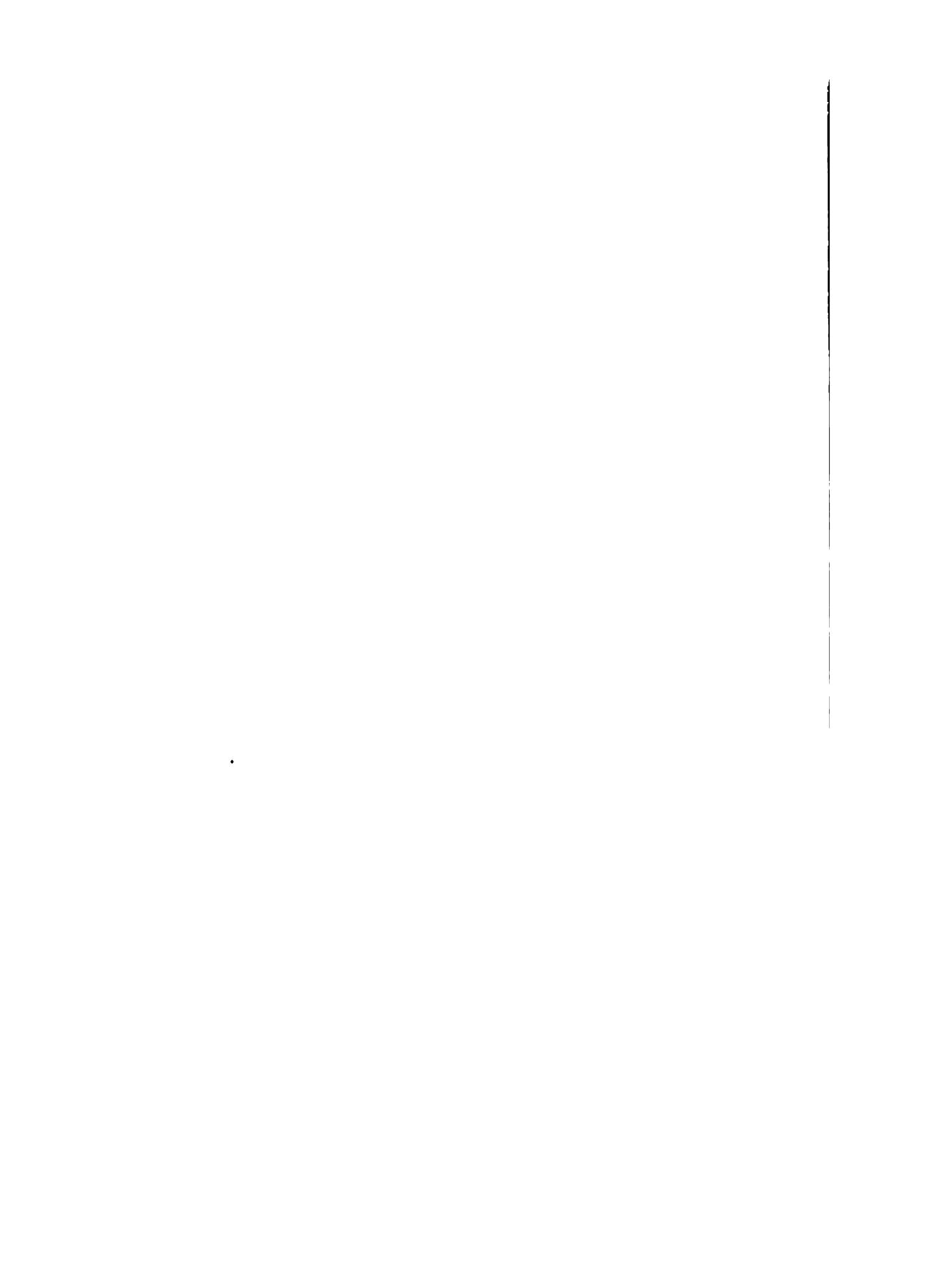
#### INTRODUCTORY NOTE

and Mary Swain Routzahn, the findings were prepared for public presentation in an exhibition which filled the state armory. For ten days this exhibition attracted thousands of visitors, including many from distant parts of the state, while for the two months preceding its opening it afforded an occasion for a special campaign of publicity which kept the survey data before the people.

In addition, separate detailed pamphlet reports were issued for each of the nine fields covered. Four were ready at the opening of the exhibition; the remainder have been brought out at intervals of six to eight months. In this way, it was believed, they would command greater attention than if all had been thrown upon the public at one time. Before issuance in pamphlet form, the reports were also given to the public through the Springfield newspapers, each being summarized in from 10 to 35 articles. This co-operation of the press, here gratefully acknowledged, was especially valuable.

The nine reports are now brought together in two volumes for permanent reference and use of those at work for better social conditions in other cities as well as in Springfield, for those who are not only charting social data but are endeavoring to steer community action. A third volume, summarizing the reports and also presenting a more complete description of the working scheme of the survey as well as a full list of the organizations which co-operated and of the men and women who put their shoulders to the enterprise, completes the Springfield series.

SHELBY M. HARRISON



SE7

# THE PUBLIC SCHOOLS OF SPRINGFIELD, ILLINOIS

A SURVEY BY THE DIVISION OF EDUCATION OF THE  
RUSSELL SAGE FOUNDATION UNDER THE DIRECTION OF

LEONARD P. AYRES



THE SPRINGFIELD SURVEY  
EDUCATIONAL SECTION

DEPARTMENT OF SURVEYS AND EXHIBITS  
RUSSELL SAGE FOUNDATION  
NEW YORK CITY

June, 1914

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## TABLE OF CONTENTS

	PAGE
List of tables.....	v
List of diagrams.....	vii
List of illustrations.....	viii
 <b>CHAPTER</b>	
<b>I. THE SCHOOL SURVEY.....</b>	<b>1</b>
Personnel of survey staff.....	2
Time consumed.....	2
Cost.....	3
Co-operation.....	3
<b>II. SPRINGFIELD AND ITS SCHOOLS.....</b>	<b>4</b>
Educational facilities.....	4
The city and the school district.....	7
The legal basis of the school system.....	7
Organization of public schools.....	9
Summary.....	11
<b>III. THE BOARD OF EDUCATION.....</b>	<b>13</b>
The offices of the board.....	15
Purchase of supplies.....	17
The administration of compulsory education.....	18
Age and school certification.....	19
Summary.....	20
<b>IV. THE SCHOOL PLANT.....</b>	<b>22</b>
Waste of space in planning.....	22
Lighting.....	24
Illumination tests.....	26
Temperature of rooms.....	29
Humidity.....	30
Ventilation.....	31
Drinking water.....	32
Janitor work.....	32
Cleaning of windows.....	32
Care of floors.....	33
Furniture.....	33
Blackboards.....	34
Toilets.....	35
Fire protection.....	36
New auditoriums for old buildings.....	39
Quality of construction.....	40
Specifications.....	42
Recommendations regarding the school plant.....	43

	PAGE
<b>V. THE CHILDREN . . . . .</b>	<b>45</b>
School census . . . . .	46
Grades . . . . .	47
Children who are misfits . . . . .	48
Children who make slow progress . . . . .	49
Children both over-age and slow . . . . .	49
Children who should be in special classes . . . . .	50
When and where boys and girls leave school . . . . .	52
Significance of progress records of boys and girls . . . . .	55
Promotion rates . . . . .	56
Size of classes . . . . .	56
Summary . . . . .	57
<b>VI. THE TEACHING FORCE . . . . .</b>	<b>59</b>
Ages . . . . .	59
Length of teaching experience . . . . .	60
Certification . . . . .	60
Appointment and tenure of office . . . . .	60
Salaries . . . . .	61
Educational preparation . . . . .	62
Characteristics of the teaching force . . . . .	63
The Teachers Training School . . . . .	64
Supervision . . . . .	65
An assistant superintendent needed . . . . .	66
Summary . . . . .	67
<b>VII. THE QUALITY OF CLASSROOM INSTRUCTION . . . . .</b>	<b>68</b>
Teachers do too much, pupils too little . . . . .	68
Discipline is good . . . . .	71
Tests in spelling . . . . .	71
Tests of handwriting . . . . .	74
Tests in arithmetic . . . . .	77
Test in fundamentals . . . . .	78
Arithmetic—fundamentals . . . . .	78
Test in reasoning . . . . .	79
Arithmetic—reasoning . . . . .	80
Comparative standing of different schools . . . . .	81
Summary . . . . .	82
<b>VIII. THE COURSE OF STUDY . . . . .</b>	<b>84</b>
Variations in time allotment . . . . .	85
Precious time wasted on useless material . . . . .	86
Free textbooks will help solve problem . . . . .	90
Summary . . . . .	91
<b>IX. FINANCIAL ADMINISTRATION . . . . .</b>	<b>92</b>
Current expenses and permanent investment . . . . .	93
How Springfield compares with other cities . . . . .	94
Per capita wealth . . . . .	94
Expenditures for city government and schools . . . . .	95

	PAGE
Per capita costs in high and elementary schools.....	96
Receipts and expenditures in detail.....	98
Expense for supervision, maintenance, and operation .....	98
Handling of funds.....	100
Bonding for building.....	101
Summary.....	103
<b>X. MEDICAL INSPECTION.....</b>	<b>104</b>
Vaccination.....	105
Dental clinic.....	105
Classes for exceptional children.....	107
Summary.....	108
<b>XI. THE HIGH SCHOOL.....</b>	<b>109</b>
The high school building.....	110
Teaching force.....	111
Courses of study.....	112
More co-operation needed.....	113
Summary.....	116
<b>XII. THE ORGANIZATION OF INTERMEDIATE SCHOOLS OR JUNIOR HIGH SCHOOLS.....</b>	<b>117</b>
A solution of the high school problem.....	117
New plan educationally superior.....	118
New plan holds pupils better.....	119
Vocational education made easier.....	120
Some details of reorganization.....	120
Opposition.....	121
Summary.....	122
<b>XIII. VOCATIONAL EDUCATION.....</b>	<b>123</b>
Thirteen year old children in all grades.....	124
Nearly half of pupils in sixth grade or below.....	124
Only one father in six was born in this city.....	125
Industries in which the fathers, brothers, and sisters work ..	126
Aspirations of youth beyond realizations of maturity .....	128
Choices indicate vocational training needed.....	131
Professional, commercial, and industrial preparation.....	134
Separate courses for each occupation impossible .....	134
General industrial preparation.....	136
A plan for preparatory industrial education.....	137
An economical plan.....	138
Future extensions and additions.....	139
Summary.....	139
<b>XIV. EDUCATIONAL EXTENSION.....</b>	<b>141</b>
Present wider use activities.....	141
Evening schools.....	141
Vacation schools.....	142
The use of school grounds.....	142
The teaching of games.....	143
School athletics.....	143

	PAGE
Parent and neighborhood associations .....	143
Schools as branch libraries .....	144
The use of schools for election purposes .....	144
Regulations for the use of school buildings .....	144
Summary and recommendations .....	145
<b>FORMS USED IN CONDUCTING INVESTIGATION .....</b>	<b>147</b>
<b>INDEX .....</b>	<b>151</b>

## LIST OF TABLES

	<b>PAGE</b>
1. Average attendance in schools of all kinds.....	5
2. Work of attendance officer as shown by monthly reports for four years.....	19
3. Results of photometer tests in classrooms.....	27
4. Temperature records taken in classrooms.....	29
5. Percentages of humidity as shown by psychrometer tests.....	31
6. Pupils in average attendance by grades.....	47
7. Per cent of elementary school pupils over-age and slow in 30 cities. Data for Springfield, Ill., for March, 1914, and for other cities for June, 1911.....	50
8. Pupils in attendance in elementary schools, and number and per cent of them who are both over-age and making slow progress.....	51
9. Children at least three years slow in the elementary schools.....	51
10. Number of boys in each hundred dropping out at each age and grade	54
11. Number of girls in each hundred dropping out at each age and grade	54
12. Attendance in 147 classrooms.....	57
13. Ages of teachers in elementary and high schools.....	59
14. Certification of teachers.....	60
15. Average annual salaries of elementary teachers in 16 cities of from 25,000 to 100,000 population.....	62
16. Education of teachers of elementary and high schools.....	62
17. Recitations on which written reports were made by members of the survey staff.....	72
18. Words used in spelling tests. On the average seven children out of 10 in the same grades in other cities can spell them correctly....	73
19. Per cent of words correctly spelled by children in each grade in 10 word spelling tests.....	73
20. Per cent of words correctly spelled by children in each school in 10 word spelling tests.....	74
21. Average quality of handwriting of children in four upper grades of each school.....	77
22. Score per each 100 children in fundamentals in arithmetic tests in Springfield and in 26 other school systems.....	79
23. Score per each 100 pupils in reasoning in arithmetic in Springfield and 26 other school systems.....	81
24. Rank of schools in four tests in arithmetic and final rank in all tests combined.....	82
25. Receipts and payments, 1912-13.....	99
26. Balance of school funds held by the county treasurer on the first day of each month from April 1, 1912 to March 1, 1914, inclusive....	100
27. Children vaccinated and number and per cent not vaccinated in the public schools in February, 1914.....	106
28. Boys and girls by classes in the high school.....	109

	PAGE
29. Per cent of all pupil recitations in high school in each of 10 subjects..	113
30. Cost for salaries per student hour per year in each of 10 subjects....	114
31. Grades of boys and girls 13 years old.....	125
32. Birthplaces of 13 year old children and birthplaces of their fathers..	126
33. Per cent distribution by industrial groups of choices of 13 year old boys and present employment of brothers and fathers.....	127
34. Occupational choices of boys and occupations of fathers and older brothers.....	129
35. Occupational choices of girls and occupations of older sisters.....	131
36. Occupations chosen by more than one boy or girl in each one hundred boys or girls .....	133
37. Occupational choices of boys and girls classified as requiring profes- sional, commercial, or industrial preparation.....	135

## LIST OF DIAGRAMS

DIAGRAM	PAGE
1. Organization of public schools.....	10
2. Window area should equal 25 per cent of floor area as indicated in first square. In Springfield schools window area averages 17 per cent and runs as low as nine per cent in some rooms.....	24
3. The columns represent all the children of the school district at each age from six to 20. Portion in outline represents children in public schools, shaded portion those in parochial and private schools, and portion in black those in no school.....	46
4. The columns represent the membership in the eight grades and four high school classes. Note the rapid falling off in the upper grades.....	48
5. Columns represent number of boys and girls among each hundred beginners who remain at each age from 13 to 19. Shaded columns represent boys and black columns girls.....	52
6. Columns represent number of boys and girls among each hundred beginners who remain at each grade from the first elementary to the fourth high school. Shaded columns represent boys and black columns girls.....	53
7. Columns represent number of samples of children's handwriting rated as of each quality from 20 to 90.....	76
8. Amount expended for administration and instruction, for maintenance of buildings, and for sites and new buildings, from 1901 to 1913	93
9. Per capita wealth in 11 cities in 1912.....	95
10. Bars indicate annual expenditures per inhabitant for municipal government, and black portions show per capita expenditures for running expenses of schools in each of 11 cities in 1912.....	96
11. Bars indicate annual expenditures for running expenses for each child in average attendance in day high and elementary schools in 11 cities in 1911-12. Portion in outline represents expenditures for instruction and that in solid black other expenses.....	97
12. Shaded triangles represent average annual per capita expense for each child in average attendance in the day schools of Springfield, and triangles in outline represent corresponding expenditures for the average of 10 other cities in 1911-12.....	98
13. Columns represent money transactions involved in paying for a \$75,000 school building by issuing 20-year four per cent bonds..	102

## ILLUSTRATIONS

	PAGE
<b>Map of Springfield showing location of schools.....</b>	<b>6</b>
<b>The twenty-one public school buildings.....</b>	<b>8</b>
<b>The twelve parochial and private schools.....</b>	<b>9</b>
<b>Office of the board of education.....</b>	<b>16</b>
<b>Office of the superintendent.....</b>	<b>16</b>
<b>Sharp-Millar photometer, used for making tests of classroom lighting.....</b>	<b>26</b>
<b>Sling psychrometer used for making tests of humidity of atmosphere in classrooms.....</b>	<b>30</b>
<b>The two boys sit in seats of the same size. The coat hooks and blackboards are too high for these small children. The schools are for the children; they should be adapted to their use.....</b>	<b>34</b>
<b>The urinals are of poor design and the toilet stalls should have doors.....</b>	<b>35</b>
<b>The privies of the Ridgely School are in seriously bad condition.....</b>	<b>36</b>
<b>The Collinwood School, where 173 children lost their lives.....</b>	<b>37</b>
<b>School door equipped with panic bolt.....</b>	<b>38</b>
<b>Stairway of dangerous type found in Feitshans School.....</b>	<b>39</b>
<b>Unfinished auditorium in the Bunn School erected 12 years ago.....</b>	<b>40</b>
<b>Patched, cracked, and defective second-hand lumber used as sheathing in the new Lincoln School.....</b>	<b>41</b>
<b>Ceiling pulling away from wall in Bunn School and floor sagging in Matheny School.....</b>	<b>42</b>
<b>Samples of children's handwriting rated as qualities 20 to 90 by measuring scale.....</b>	<b>75</b>
<b>Part of the equipment of the dental clinic.....</b>	<b>107</b>
<b>Record card—Physical conditions of classrooms, Springfield, Ill., March, 1914.....</b>	<b>147</b>
<b>Schedule—Physical plant and equipment, buildings—Springfield, Ill., March, 1914.....</b>	<b>148</b>
<b>Record card—Teacher's record.....</b>	<b>149</b>
<b>Record card—Vocational inquiry.....</b>	<b>149</b>
<b>Record card—Age and progress.....</b>	<b>150</b>

## CHAPTER I

### THE SCHOOL SURVEY

The survey of the public schools was conducted in response to an invitation from the board of education and the superintendent. On December 3, 1912, the board adopted the following resolution:

Be it resolved by the Board of Education of District No. 186 that a committee of five be appointed, consisting of four members of the Board of Education including the Chairman, and one member of the Vocational School Commission. Said committee shall be empowered to act for the Board in co-operating in plans for a general survey of Springfield and to contribute a sum of money not to exceed \$1,000 from the treasury of said Board, the same to be used only in such part of a general survey as in their judgment will deal directly with school interests. Before this sum is definitely pledged, the plan decided on shall first be approved by the Board of Education.

Considerable delay intervened in arranging for the other portions of the general social survey of the city and it was not until over a year later that the board of education again took up the matter of the school survey. On December 13, 1913, the following record was entered in the board's minutes:

Mrs. Morrison moved that the President and the Secretary be authorized to sign pledge for \$1,000 for survey. Motion seconded and carried, all members present voting aye.

More than a month later further action was taken as is shown in another entry in the board's minutes under date of January 19, 1914. This entry reads as follows:

Mrs. Hanes moved that the Superintendent be authorized to extend a written invitation to Dr. Leonard P. Ayres of the Russell Sage Foundation to direct the work of the proposed survey of the city schools. Motion carried.

In response to this authorization the superintendent of schools sent a letter of invitation on the day following. This letter was as follows:

January 20, 1914.

DR. LEONARD P. AYRES,  
Russell Sage Foundation,  
New York City.

- Dear Dr. Ayres:

A statement of the plan and scope of the proposed Springfield survey has been received by the committee having charge of this matter and a modified plan has been adopted. This plan includes the outline for the school survey as made by you.

At a meeting of the Springfield Board of Education held last night, the matter was taken up for discussion and the plan as outlined approved. I am directed by our Board to extend to you an invitation in their behalf to have charge of this important branch of the survey and to assure you of their co-operation in which I most heartily join as superintendent.

Very truly yours,

(Signed) HUGH S. MAGILL, JR.

#### PERSONNEL OF SURVEY STAFF

The survey staff consisted of four persons from the regular staff of the Division of Education of the Sage Foundation. These four persons are Dr. Leonard P. Ayres, Mr. R. R. Lutz, Miss Edna C. Bryner, and Mr. A. H. Richardson. They have all had extended teaching experience, three of them have had supervisory experience, and all have done investigation and research work in education. The data used in Chapter XIV were mainly secured in the Recreation Survey by Mr. Lee F. Hanmer and Mr. Clarence A. Perry, who put this material at the disposal of the School Survey.

#### TIME CONSUMED

The work of the survey has required the entire time of four persons for ten weeks and of two persons for five weeks. The four members of the survey staff devoted two weeks to preparatory work, spent three weeks in Springfield, and worked five weeks in tabulating data, interpreting the results, and doing the work incidental to publication. In addition clerical work

equivalent to five weeks for two persons has been consumed in the preparation of the report and its diagrams and illustrations.

#### COST

Although the appropriation of the board of education was the sum of \$1,000, the cost of the survey has been over \$3,200. The items of expense have been approximately as follows:

Salaries.....	\$2,300
Transportation.....	278
Meals.....	161
Hotel.....	142
Photographs.....	18
Printing.....	300
Half tones and cuts.....	50
Miscellaneous.....	12
Total.....	\$3,261

The expenses, other than those met by the board's appropriation, have been defrayed by the Russell Sage Foundation.

#### CO-OPERATION

Throughout the survey the members of the staff have had the most friendly and efficient co-operation of the members of the board of education, the superintendent, the staff of the board's office, the principals, and the teachers. Without this co-operation much of the work accomplished would have been impossible.

## CHAPTER II

### SPRINGFIELD AND ITS SCHOOLS

Springfield is in many respects a typical middle-western city of the more prosperous sort. It had a population of nearly 52,000 in 1910 and is growing rapidly. Four years ago there were 18 cities in this country besides Springfield of from 45,000 to 55,000 population. If we compare the census data for Springfield with those of the other 18 cities of similar size, we shall find that in nearly all of the comparisons Springfield is not far from the average.

It is growing rather more rapidly than the average city, having increased in population by more than 50 per cent in the past decade. It is not a congested city; as compared with the others in this group it has about the average number of inhabitants per acre. In the composition of its population it is an unusually American city. Of each 100 people in its population, 81 are native whites, 13 are foreign-born whites, and six are colored. Moreover, the proportion of native whites is increasing, while the proportion of foreign-born whites and negroes is decreasing. Almost two-thirds of the foreign born are natives of the British Isles or Germany.

The business interests of the city are in large measure commercial. While there is considerable manufacturing, it engages the services of a smaller proportion of the people than is the case in most of the other 18 cities in this group. Indeed, Springfield has in proportion to its population only one-fourth as many people engaged in manufacturing as some of these other cities of similar size.

Compared with the other cities of this group, Springfield has a high per capita wealth, an average tax rate, and a high expenditure for municipal government.

#### EDUCATIONAL FACILITIES

If anyone had been able to take an instantaneous census of the occupations of all the people in Springfield on some pleasant day

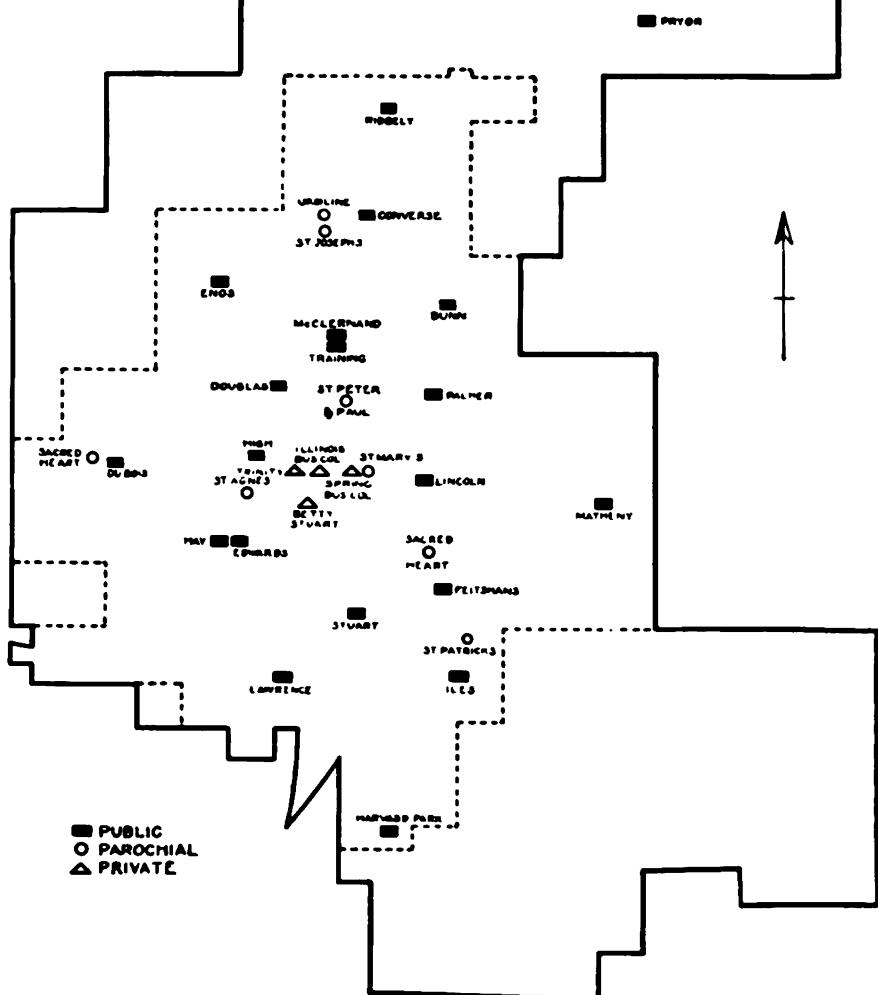
in March, 1914, he would have found almost one-fifth of all the people in the city engaged in attending school. Education is the largest as well as the oldest organized industry of the city. The total number of people who would have been found in school by such an instantaneous count would have been approximately 10,500. Of every hundred of these young people 67 would have been found in the public schools, 26 in the parochial and private schools, and seven in the business colleges. These children would have been found distributed through the various grades about as shown in Table I.

TABLE I.—AVERAGE ATTENDANCE IN SCHOOLS OF ALL KINDS

Grades	Public schools	Private and parochial
1.....	855	439
2.....	922	343
3.....	993	365
4.....	871	385
5.....	850	292
6.....	688	273
7.....	593	233
8.....	427	139
High School		
I.....	317	38
II.....	252	26
III.....	161	20
IV.....	153	23
Commercial classes in parochial schools .....	..	134
Business colleges.....	..	689
Total.....	7,082	3,399

To house these pupils there are 21 public school buildings, eight parochial schools, two private schools, and two business colleges conducted in business blocks. The distribution of these 33 schools is shown on the map on page 6. The illustrations on pages 8 and 9 show their appearance and indicate their relative sizes. In these considerations of the educational facilities of the city, Concordia College has been purposely omitted for the reason that practically all of its students come from other localities and upon completing their college course begin work in other communities. The presence of the college does not in any real sense increase the educational resources of the city.

6



MAP OF SPRINGFIELD SHOWING LOCATION OF SCHOOLS

Solid line represents boundary of school district, and dotted line boundary of municipality

### THE CITY AND THE SCHOOL DISTRICT

The schools of the city are administered by what is known officially as the Springfield School District, No. 186, County of Sangamon and State of Illinois. This district includes the city of Springfield and in addition considerable adjacent territory which is part of the district for school purposes but is not a part of the municipality. The area of the city of Springfield is something more than eight square miles, whereas the area of the school district is more than 17 square miles. Nevertheless more than nine-tenths of the population of the district is included within the borders of the city. The map on page 6 shows the boundaries of the school district as well as those of the city.

### THE LEGAL BASIS OF THE SCHOOL SYSTEM

The school district is a state, not a municipal, organization. Unlike the police or fire departments, which are city institutions provided for in the city charter, the board of education owes its existence to a state legislative enactment. In 1854 the state legislature granted the city of Springfield a common school charter which vested in the city council the functions now exercised by the board of education. An amendment to this charter in 1869 created a school board of nine members appointed by the city council. In 1903 a state law was enacted to apply to cities having a population of over 35,000 by the Federal Census. This law fixed the number of members of boards of education at seven and provided for their election by the legal voters of the school district. These members were to serve for two years and two or three new members were to be elected each year. It was not until after the census of 1910 that the provisions of this law were applied to Springfield, the reorganization being effected in April, 1911. Under the provisions of this legislation the schools are now administered.

The new law confers upon the present board of education all the powers conferred by the state law on boards of education in school districts, trustees of schools in townships, and boards of directors. It elects its own treasurer, determines the amount of money needed for educational and building purposes, and certifies the same directly to the county clerk. Almost the only restriction of its power is that propositions to purchase school sites and to erect school buildings as well as to issue bonds for



THE TWENTY-ONE PUBLIC SCHOOL BUILDINGS

such purposes must be submitted to a vote of the people of the school district.

#### ORGANIZATION OF PUBLIC SCHOOLS

The organization of the public schools is shown in graphic form on page 10. The controlling authority is vested in the board of education, which consists of seven members. This board elects the superintendent who is the chief administrative officer of the



THE TWELVE PAROCHIAL AND PRIVATE SCHOOLS

school system. His office is in the offices of the board and for his immediate assistance he has a private secretary.

The other employees of the board attached to the central office are eight in number. They are the secretary, assistant secretary, treasurer, attorney, architect,—who is also superintendent of buildings,—bookkeeper, truant officer, and stenographer.

## ORGANIZATION OF PUBLIC SCHOOLS

### BOARD OF EDUCATION

7 MEMBERS 

### SUPERINTENDENT OF SCHOOLS

SECRETARY  ASSISTANT SECRETARY 

TREASURER  BOOKKEEPER  SECRETARY TO SUPERINTENDENT 

ARCHITECT  ATTORNEY  TRUANT OFFICER  STENOGRAPHER 

SUPERVISORS  
HOUSEHOLD ARTS  DRAWING 

MUSIC  HEALTH 

DOMESTIC SCIENCE  DRAWING 

SPECIAL TEACHERS  
MUSIC  MANUAL TRAINING 

### HIGH SCHOOL

PRINCIPAL 

37 TEACHERS 

603 PUPILS 

**DUBOIS**

PRINCIPAL  12 TEACHERS 

436 PUPILS 

**ENOS**

PRINCIPAL  14 TEACHERS 

424 PUPILS 

**LAWRENCE**

PRINCIPAL  13 TEACHERS 

417 PUPILS 

**STUART**

PRINCIPAL  13 TEACHERS 

417 PUPILS 

**ILES**

PRINCIPAL  12 TEACHERS 

419 PUPILS 

**RIDGELY**

PRINCIPAL  11 TEACHERS 

412 PUPILS 

**BUNN**

PRINCIPAL  11 TEACHERS 

378 PUPILS 

**DOUGLAS**

PRINCIPAL  12 TEACHERS 

372 PUPILS 

**LINCOLN**

PRINCIPAL  11 TEACHERS 

364 PUPILS 

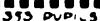
**FEITSHANS**

PRINCIPAL  11 TEACHERS 

399 PUPILS 

**PALMER**

PRINCIPAL  10 TEACHERS 

353 PUPILS 

**CONVERSE**

PRINCIPAL  9 TEACHERS 

346 PUPILS 

**HAY**

PRINCIPAL  8 TEACHERS 

313 PUPILS 

**MCLERNAND**

PRINCIPAL  8 TEACHERS 

262 PUPILS 

**EDWARDS**

PRINCIPAL  8 TEACHERS 

273 PUPILS 

**MATHENY**

PRINCIPAL  8 TEACHERS 

238 PUPILS 

**TRAINING**

PRINCIPAL  6 TEACHERS 

15 PUPIL TEACHERS 

227 PUPILS 

**HARVARD PARK**

PRINCIPAL  4 TEACHERS 

186 PUPILS 

**PRYOR**

PRINCIPAL  1 TEACHER 

24 PUPILS 

There are four general supervisors of special subjects: drawing, music, household arts, and health.

The schools are 20 in number and include the high school, the teachers training school, 17 graded elementary schools, and one ungraded one-room school. All of these save the one-room school are within the boundaries of the city. There are five teachers of special subjects: domestic science, drawing, music, and two of manual training.

Each school is administered by a principal except the Lawrence and Stuart schools, which are both under the supervision of the same principal, and the one-room school, which has but one teacher. There is a custodian or janitor for each building except the one-room school and additional assistants are employed to help them. The diagram on page 10 shows the number of teachers and pupils in each building and ranks the schools in the descending order of the number of pupils. The figures given represent actual attendance during the week of March 16, 1914.

To recapitulate: the public schools of Springfield included in their organization in March, 1914, the following persons:

Board of Education.....	7
Superintendent.....	1
Employees of central office.....	9
Supervisors of special subjects.....	4
High School principal.....	1
High School librarian.....	1
High School secretary.....	1
High School teachers.....	37
Training School principal.....	1
Elementary school principals.....	16
Teachers of special subjects.....	5
Training School teachers.....	6
Elementary school teachers.....	176
Pupil teachers in Training School.....	15
High school pupils.....	883
Elementary school pupils.....	6,199
Custodians.....	19

#### SUMMARY

1. Springfield is a prosperous, growing city having an unusually large proportion of native-born, white American citizens, a high per capita wealth, an average tax rate, and a high expenditure for municipal government. Its business interests are largely commercial, although there is considerable manufacturing.
2. The daily school attendance is about 10,500. Of every hundred of these young people, 67 are in public schools, 26 in parochial and private schools, and seven in business colleges.

3. There are 21 public school buildings, eight parochial schools, two private schools, and two business colleges, making a total of 33 buildings.

4. The school district is a state organization and includes more than twice as much territory as does the municipality, but over nine-tenths of the inhabitants of the district live within the city.

5. The board of education consists of seven members elected at large and has independent taxing powers within the limits imposed by law.

6. The public schools are 20 in number and are administered by the superintendent, 18 principals, and four general supervisors. Nine employees besides the superintendent are attached to the central office. There are 224 teachers and the average attendance in all public day schools is 7,082.

## CHAPTER III

### THE BOARD OF EDUCATION

The members of the survey staff attended three meetings of the board of education and made a careful examination of the minutes of the proceedings of all the meetings held during the past two years. The most important result was to bring to light the fact that the board holds a large number of meetings and does a great amount of work. Regular meetings are held twice a month and these are supplemented by adjourned, called, and special meetings, so that the board is in session for several hours almost every week.

In addition the board is divided into six committees and each member belongs to at least three of them. In the aggregate the board and its several committees transact a great amount of detailed administrative business. Such work is time-consuming and the members of the Springfield board are unsparingly generous in the time and attention they devote to the consideration of hundreds of petty details of school administration. Indeed, the duties of members of the board of education are so time-consuming that they must constitute a very real burden for any other than a person of means and leisure.

The truth is that much, if not most, of the business now transacted by the board of education would much better be left to its employed administrative officers. The existing situation is not so serious in Springfield as in many other cities, but it is serious enough to constitute a real handicap to the efficient working of the system. The members of the board are unquestionably deeply interested and unhesitatingly self-sacrificing of their time and business interests in the service of the schools. This altruistic interest and personal self-sacrifice are splendid and valuable assets to the city, but it is the conviction of the members of the survey staff that their effectiveness could be greatly enhanced if the board would devote itself in far larger measure to the broader questions of policy and delegate to its board officers the details of administration.

It is evident that the board is delegating to the present superintendent a larger measure of responsibility than it gave his predecessor. This tendency is in the right direction and the board may well follow it much farther. The superintendent and the principals of Springfield are highly paid. To them should be delegated much responsibility and they should be expected to use it wisely. If they cannot or will not, they should be replaced. It is a waste of money to purchase through large salaries a high grade of experience and ability and then not permit that ability and experience to be used.

The principles underlying the efficient management of a system of education are in salient respects similar to those underlying the effective organization of a corporation. The board of education is most effective when it assumes the position of a board of directors of a large corporation and gives to its employed executive officers the same measure of authority and responsibility which the directors of corporations delegate to their managers and superintendents. In a well run corporation the directors largely confine their activities to supplying funds, supervising expenditures, and determining what additions or reorganizations of the business are to be undertaken. These same functions may well constitute the bulk of the work of an efficient board of education.

The suggested change in policy may be illustrated by reference to the organization of the board's committees. There are at present committees on teachers, textbooks, course of study and rules, schoolhouses and furniture, high school, finance and supplies, and manual training and domestic science. It is almost certain that the affairs of the board would be more efficiently administered by having only three sub-committees—one on educational affairs, one on buildings, and one on finance. Such a consolidation and simplification of the committee work should bring with it a large reduction in the number of board meetings and committee meetings held. It ought to be possible for a competent board to conduct the affairs of the schools of Springfield by holding two meetings a month and in general not remaining in session more than an hour and a half.

This, however, can only be accomplished through the delegation of detail. Such a change would free the board from the dangers of petty politics and minor personal influences and the work and worry of attending to unimportant details. The mat-

ters which the board should resolutely delegate to its employed officers are those pertaining to the construction of schoolhouses, the selection of textbooks, the formulation of courses of study, and the selection, assignment, transfer, and dismissal of teachers and janitors. These are matters requiring expert knowledge and should be entrusted to professional experts.

The work of the board will be rendered far more effective when it is devoted to the consideration of the larger problems of the system. These relate to questions of finance, the selection and purchase of sites, the approval of plans for new buildings, the final decision as to extensions or reorganization of the educational system, the promotion of needed municipal or state legislation, and the representation of the needs and policies of the school system before the people of the city. These larger needs are the most important ones as they are the most difficult to meet adequately. The best efforts of the most competent men and women of the city are needed for the solution of these problems. They can never be adequately met while the board is spending most of its time considering minor details relating to the purchase of supplies, the equipment of specific rooms, the cleaning of floors, the making of repairs, and the thousand and one other little questions involved in carrying on so great a business as the Springfield school system.

#### THE OFFICES OF THE BOARD

The offices of the board of education occupy the top floor of one of the city's most centrally located office buildings. They are ample in size, light, cheerful, and well arranged. All things considered, they are exceptionally satisfactory.

The office force is composed of able people who do their work cheerfully and for the most part efficiently. The Springfield school system is especially fortunate with respect to the character of personnel of its educational administrative offices.

As is to be expected, the board of education offices are maintained at large expense. In general this expenditure yields ample returns, for an efficient administrative office is essential to the smooth and effective working of a large school system. There are, however, some respects in which the expense could be considerably reduced without materially impairing the effectiveness of the work. In the opinion of the members of the survey staff an important economy of this character could be effected by dis-

pensing with the services of the board's attorney and its book-keeper. Both of these employees appear to be able and conscientious men. If the business of the board were of a sort to require their services, they would satisfactorily fill their positions. But the fact is that the business of such a school system



OFFICE OF THE BOARD OF EDUCATION



OFFICE OF THE SUPERINTENDENT

as that of this city is not of a nature to require the employment of an attorney and this is demonstrated by the fact that few cities, even of the largest size, find it necessary to employ them as regular members of their staffs.

The work of the bookkeeper is well done, but it is largely needless duplication of the work already done by the secretary and

clerk of the board. The present bookkeeper is employed during the day in a bank and does his work for the board in the evening. It would make for better results to discontinue the office, installing a modern system of bookkeeping and assigning the work to the secretary.

The filing and record systems are carefully and thoroughly administered. In general they are more complex than is necessary and require more work than they should. This is a general characteristic of the work of the entire office. It is not yet serious, but as the years go on and the work of the office increases in bulk and complexity, there is danger that the office system may become involved in much unnecessary red tape. This condition has not yet developed and care should be taken to see that it does not.

The way to provide for this is to challenge periodically each part of the office system and each filing or record device to find out whether or not it saves more time, labor, and money than it costs. When it does not, it should be immediately changed or abandoned. An efficient office system consists of a definite but adaptable plan of work operating through methods and devices. The object of such a system is to give each member of the force that portion of the work which he can do best, and to show accurately and quickly the significant facts about the work being done so as to substitute knowledge for guess work.

When office systems become truly efficient, they result in executive attention to the essential and elimination of the unessential. But it must always be remembered that office systems must be operated, for they do not run themselves. They are good servants but bad masters. This is why they must be periodically challenged and in the Springfield offices this should be done at once, so that those in charge may be quite certain that every piece of routine saves more time and labor than it costs and has a better cause for being than that it has always been done that way.

#### PURCHASE OF SUPPLIES

Few cities spend so much money per pupil as does this city on the purchase of school supplies. Despite these generous expenditures, the schools are not furnished with either an unusual amount or an especially high quality of classroom supplies. The city is spending sufficient money to secure the very best

results but it is not securing them. The reason for this condition is that the purchase of supplies is handled by a committee of the board through local dealers. No large purchases are made and hence the lowest wholesale rates are not secured. A considerable sum of money could be saved, the board members relieved of a large amount of detailed work, and supplies secured with much less delay by the establishment of a bureau of supplies as a division of the office organization of the board. This work could be efficiently handled by the present assistant secretary, who should be in charge of the purchase of supplies and their issuance on requisitions signed by the principals and approved by the superintendent.

#### THE ADMINISTRATION OF COMPULSORY EDUCATION

According to the state law, the compulsory attendance period is from seven to 16 years. However, when the child reaches the age of 14, he may secure an age and school certificate which permits him to leave school and go to work. This makes the effective compulsory age from seven to 14 years. For the enforcement of this law the city employs one attendance officer. Since the school census does not list the children who are of compulsory attendance age, there is no means of securing the attendance of all children. This problem will be further considered in the section devoted to the school census. Since no one knows how many children ought to be in school, or who they are or where they live, the method used for locating absentees is to ask the school children whether they know of any other children who are not in school. The principals of the schools then report such truancy cases as are brought to light and the attendance officer investigates each case, leaving, where necessary, a printed admonition from the board. If this is not sufficient to secure the attendance of the children, the case is reported to the Juvenile Court which may or may not issue a warrant for the arrest of the parent.

The attendance officer files monthly reports of his work in the office of the superintendent. These records for the past four years are not entirely complete, but so far as they are on file they show work accomplished as indicated in Table 2.

TABLE 2.—WORK OF ATTENDANCE OFFICER AS SHOWN BY MONTHLY REPORTS FOR FOUR YEARS

	1910-11 (7 months)	1911-12 (9 months)	1912-13 (10 months)	1913-14 (6 months)
Calls for pupils.....	203	308	306	136
Cases investigated.....	179	351	215	80
Notices served.....	172	135	108	48
Warrants or summons.....	..	4	13	3
Fines suspended.....	..	4	12	3

Under present conditions school attendance in this city is at best no more than mildly compulsory. Only one other city in Illinois of similar size had in 1910 so small a proportion of its children from six to 14 years of age in school. Since there is no complete official record of the children of school age, no one knows how many are now evading the law. Moreover, there appears to be little inclination on the part of the judge of the Juvenile Court to co-operate with the attendance officer. Records show that summons or warrants for parents are seldom issued and when they are and the parents are brought into court, the judge almost invariably discharges the case or at most sentences the parents to pay a fine and then suspends the sentence.

These conditions go far toward explaining why Springfield has a greater proportion of illiteracy in its native white population than any other city of over 30,000 population in Illinois and why the proportion is increasing instead of decreasing. In all probability this condition will continue until the school census is made more effective, the work of the attendance officer given a more important place in the public school system, and the co-operation of the judge of the Juvenile Court secured.

#### AGE AND SCHOOL CERTIFICATION

According to state law no child between the ages of 14 and 16 may leave school to go to work without securing an age and school certificate. These certificates are issued by the superintendent of schools on the request of the parent and on receipt of a certificate from the school principal showing that the child is at least 14 years of age and can read and write. The records of the superintendent's office show that from August 1, 1912, to

August 1, 1913, the number of certificates issued was 170, while from August 1, 1913, to April 1, 1914, the number issued was 216. Of these approximately one-fourth were issued to children from parochial schools, while three-fourths were issued to children coming from public schools.

About one certificate in six is issued to a girl while five in six are issued to boys. The school records indicate that approximately 600 children leave the public and private schools of Springfield each year between the ages of 14 and 16. As only about 200 receive age and school certificates, it is evident that the great majority of the children evade the law. This is largely explained by the fact that if the child leaves school but works at home instead of securing employment in a store or shop, no attempt is made to enforce the attendance law or to require the child to secure an age and school certificate. Probably most of the girls and a considerable portion of the boys who drop out of school at 14 or 15 do not secure regular employment and so do not take out age and school certificates.

The entire situation with respect to the enforcement of compulsory attendance in Springfield is in an unsatisfactory condition. This does not seem to be due to any lack of energy on the part of the attendance officer, but rather to a general indifference on the part of the entire community. Until this is remedied, it is probable that many children will remain out of school and Springfield will continue near the head of the list of Illinois cities in the matter of illiteracy in the native white population.

In order to remedy the existing conditions, at least two competent attendance officers should be employed, the taking of the school census should be completely reformed, the issuance of age and school certificates should be more carefully administered, and the co-operation of the judge of the Juvenile Court should be secured.

#### SUMMARY

1. The board transacts a great amount of detailed administrative work that could better be delegated to its employed executives.
2. The board's offices are exceptionally satisfactory and its office employees are efficient.
3. Economies could be effected by dispensing with the services of the attorney and the bookkeeper and the filing and record systems rendered more efficient by simplifying them.

4. It is recommended that a bureau for the purchase and distribution of supplies be organized.
5. It is recommended that the administration of compulsory attendance and the issuance of age and school certificates be reorganized by employing two competent attendance officers, and reforming the school census so as to make it tell the names and addresses of the children who ought to be in school.

## CHAPTER IV

### THE SCHOOL PLANT

The first impression arising from visiting all of the schools of Springfield is that the city has been most generous in providing for the education of its children. Despite the fact that the city is growing rapidly, there is a seat for every child; there are no part-time classes. The school sites are ample in size and for the most part well located. The buildings are constructed of brick, are well kept up, and in good repair. The rooms are large and few of them are overcrowded. The ceilings are high and the halls are exceptionally spacious. The policy of generosity prevails throughout.

The second impression of the visitor is that the buildings are extraordinarily uniform in plan and construction. When one has carefully studied two or three of the older and newer types, he has almost as definite an idea of the character of all of them as he has after having examined every building. One reason for this unusual uniformity is that the board of education has employed the same architect for the past 32 years.

The third impression is one which upon careful study becomes a conviction. It is that the city is getting far less than it should in return for its generous expenditures. This is not because any of its funds have been misappropriated, but rather because even its newest buildings are a quarter of a century behind the times in design.

#### WASTE OF SPACE IN PLANNING

The cost of a school building increases almost in proportion to its cubic contents. This means that if every foot of space is not utilized in the wisest way, expense piles up with no accompanying increase in accommodations. In the newer buildings in Springfield space is unwisely lavished on rooms that are too large and too high, corridors that are too wide and cloak rooms that are too large.

In these buildings the rooms measure 25 by 36 feet and are planned to accommodate 50 children. Now there are only three classrooms in the entire city that have as many as 50 children in average attendance and the prevailing size of class is 36. The school authorities do not plan to have 50 children in any class and it is to be hoped that they never will. Hence rooms built for 50 are not needed.

There are three prevailing heights of classrooms from floor to ceiling; these heights are  $13\frac{1}{2}$ ,  $14\frac{1}{2}$  and  $15\frac{1}{2}$  feet, with a considerable proportion at or near the latter figure.

In all three dimensions, length, width, and height, these rooms are larger than is sanctioned by the best practice of modern school architecture. The light will not carry well across rooms so wide. An undue amount of fuel is required to keep them warm and an unreasonable amount of work to keep them clean. Their size renders it difficult for the children to hear and for the teacher to keep the children's interest. The children in the rear of the room have difficulty in seeing what is written on the front blackboards. Finally the size of the rooms offers constant temptation to increase the size of the classes to a point where efficient work is impossible.

These lessons have long ago been learned by other cities, as is shown by the standards they have adopted. In Boston the size of room has been fixed at 23 by 29 feet in New York at 22 by 30, in Detroit, Cleveland, and Philadelphia at 24 by 32, while St. Louis builds them 24 feet wide by  $32\frac{1}{2}$  feet long. There is a growing tendency among the best architects to hold the length down to 30 feet.

Just as the rooms are too wide and too long, so they are too high. From 12 to 13 feet is ample and if the board will build future rooms of this height it will save much money.

The corridors of the newer buildings are even more prodigal of space than are the classrooms. They are 25 feet wide for most of their length in buildings having only six rooms on a floor. This means that the corridor space on a floor having six rooms is in itself almost large enough to accommodate five more classrooms of the size that is standard in New York or Boston. Every school should have ample and even generous corridors, but there can be no justification for having them so extremely large as they are in Springfield unless they are to be used as assembly rooms.

As a result of the wasteful use of space in the Springfield schools the buildings are exceedingly expensive. A comparison of the plans in use with those of the better buildings of the same size in other cities shows that the Springfield buildings are 50 per cent larger in size for the accommodation of the same number of children than are the corresponding schoolhouses in other places.

In this comparison the new Lincoln and Palmer buildings in Springfield have been compared with buildings having the same number of classrooms, auditoriums, offices, etc., in other localities. In some instances it is found that the Springfield buildings are more than 50 per cent larger for the same accommodations. This condition means the expenditure of very large sums of money without adequate returns on the investment. It applies in greater or less degree to practically the entire school plant of the city.

#### LIGHTING

The window area in a well constructed classroom should be equal to one-fifth of the floor area. Where special conditions

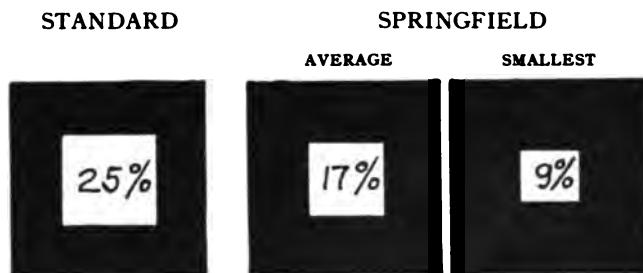


DIAGRAM 2.—WINDOW AREA SHOULD EQUAL 25 PER CENT OF FLOOR AREA AS INDICATED IN FIRST SQUARE. IN SPRINGFIELD SCHOOLS WINDOW AREA AVERAGES 17 PER CENT AND RUNS AS LOW AS NINE PER CENT IN SOME ROOMS

make lighting difficult, the window area should be increased to one-fourth of the floor area. These standards have received general recognition among the best school architects both here and abroad. In the schools of Springfield the problem of adequate lighting is rendered difficult by the prevalent coal smoke in the air which rapidly deposits a bluish film on the surface of the

window glass and seriously reduces its transparency. This condition is universal throughout the city.

Under these conditions it would be a safe rule to follow that in no schoolroom should the window area be less than one-fifth of the floor area and that the standard requirement should call for the window area to be one-fourth of the floor area. In general the schools of the city will not meet either one of these requirements. Omitting the old Lincoln and Palmer schools which are about to be abandoned, a study of the classroom lighting of the city shows that in none of the rooms is the window area equal to one-fourth of the floor area and that in less than one in three of them is it equal to one-fifth of the floor area. In other words, two-thirds of the schoolrooms will not meet even a low standard requirement with respect to their lighting. In some of them conditions are so serious that the window area is only equal to one-twelfth of the floor area. Diagram 2 shows in graphic form the conditions with respect to the actual lighting of the classrooms as compared with the desirable standard.

But the area of the windows is by no means the only important problem of schoolroom lighting. It is just as necessary that they should be properly located as that they should be adequate in size. For any first-class building, this means that every classroom should get light from but one side and this should be from the left of the children. This is one of the most difficult problems that confronts schoolmen and health officers. Those who build schoolhouses are prone to lay the emphasis upon the æsthetic demands of appearance regardless of the rights and needs of the children. Fortunately, the best school architects are now realizing that schoolhouses are for the purpose of caring in the best way for the minds and bodies of the children rather than for the purpose of giving an opportunity for architectural display. Such architects have in scores of cities solved the problem of introducing sufficient light into each room from the proper source and in the right way and still preserving the harmony, balance, and beauty of the building.

Unfortunately, Springfield is not one of the cities in which such a solution has been reached. Of every ten classrooms in the city, seven have windows at the left and rear, one has them at the right and rear, while only two have them at the left only. Indeed, there are four classrooms in the city in which the windows are at the left and front. The result of this situation is that in

the great majority of the rooms the teacher standing at the front of the room looks directly into brightly lighted windows. To keep this up for five hours a day five days in the week is seriously trying and frequently injurious. Anyone can demonstrate this to his own satisfaction by trying it for even a few minutes.

In order to relieve the strain on their eyes, the teachers draw the shades over the windows in the rear. This in turn results in cutting off so great an amount of light that the rooms are seriously underlighted. Moreover, as the shades in use are difficult to adjust, they are frequently left drawn on cloudy days which results in still darker rooms for the children to work in.



SHARP-MILLAR PHOTOMETER, USED FOR MAKING TESTS OF CLASSROOM LIGHTING

#### ILLUMINATION TESTS

In order to discover the true status of the illumination in the schoolrooms, a series of careful measurements was made of the actual amount of lights at desks in rooms where classes were being held. In conducting these tests a Sharp-Millar portable photometer was used. This is the most accurate instrument available for this purpose. It measures the light in terms of foot-candles. The minimum amount of light permissible at the worst lighted desks in a schoolroom is three foot-candles, which means an amount of light equal to that which would theoretically be received from three candles at a distance of one foot.

Twenty-five tests were taken under normal schoolroom conditions. In 23 of them the classes were actually in session and in all cases the curtains were left as found when the room was visited. These tests showed that in only five cases out of the 25 was the illumination at the worst lighted desks more than the lowest allowable amount. Moreover, more than half of the tests were made on bright, sunshiny days and none of them were made on dark or rainy days. The results are shown in detail in Table 3.

TABLE 3.—RESULTS OF PHOTOMETER TESTS IN CLASSROOMS

School	Foot-candles	Room	Time of day	Weather conditions
Edwards.....	1.1	7	11:50	Cloudy
Training.....	1.2	11	3:05	Cloudy
Edwards.....	1.3	9	11:30	Cloudy
Edwards.....	1.4	6	11:40	Cloudy
McClernand.....	1.6	8	2:05	Cloudy
High.....	1.6	44	10:20	Clear
McClernand.....	2.0	7	2:15	Cloudy
McClernand.....	2.0	8	2:05	Cloudy
High.....	2.1	Domestic science	10:15	Clear
High.....	2.3	Millinery	10:00	Clear
High.....	2.4	Millinery	10:05	Clear
High.....	2.6	Physics	10:35	Clear
Harvard Park.....	2.7	5	9:30	Clear
Training.....	2.8	11	3:05	Cloudy
High.....	2.8	Stenography	11:00	Clear
High.....	2.8	S. W. 2nd Floor	10:35	Clear
High.....	2.8	41	10:30	Clear
High.....	2.9	44	10:20	Clear
Hay.....	3.0	3	11:00	Cloudy
Hay.....	3.0	5	11:05	Cloudy
Matheny.....	3.0	7	1:30	Clear
Hay.....	3.2	8	11:10	Cloudy
High.....	3.3	Cooking	10:10	Clear
Stuart.....	3.5	8	10:30	Clear
High.....	3.7	Chemistry	10:50	Clear
Stuart.....	3.8	8	10:30	Clear

This series of tests demonstrates by actual measurement the prevalence of conditions throughout the schools that are at once apparent to any experienced observer. The fact is that on any cloudy day a large proportion of all of the schoolrooms in Springfield are seriously underlighted and this condition is largely due

to the design of the school buildings. It may in some part be remedied by installing a more satisfactory type of shade than that at present in use and rigidly insisting that principals and teachers give careful attention to their adjustment.

The importance of a careful use of the shades was demonstrated by a few experiments. When measurements were taken in Room 5 at the Harvard Park School at 9:30 on a sunny morning, it was found that the illumination at the worst lighted desk was equal to 2.7 foot-candles. With the shades dropped from the top and without admitting any direct sunlight, the illumination at the same desk was increased to 10 foot-candles. In the Matheny School in Room 7 at 1:30 on a bright afternoon the illumination was 3 foot-candles with the shades as found and 6 when they were lowered. In the McClernand School a similar test in Room 7 at 2:15 on a cloudy afternoon showed that the illumination amounted to 2 foot-candles with the shades as found and 10 foot-candles at the same desks when they were lowered from the top. Another test in Room 8 in the same building on the same afternoon showed a change from 2 foot-candles with conditions as found to 6 foot-candles after the shades had been lowered from the top. Experiments conducted in an unoccupied room (Room 11) in Teachers Training School at 3 o'clock in the afternoon on a cloudy day showed 2.8 foot-candles at the worst lighted desk with the blinds completely raised but the windows somewhat dirty. By fully opening the top sashes the illumination was increased to 4.8 foot-candles, thus showing the amount of light shut out by the dirty glass and indicating the importance of keeping the windows as clean as possible.

The tests conducted at the high school demonstrate conclusively that many of the rooms are so badly lighted that they are unfit for school purposes. Under any conditions they should not be used except with artificial light. This is so obvious to any visitor to the building that it hardly needs demonstration. The classrooms in this building are lighted from the left and here the illumination is in the main adequate, but the building is so overcrowded that rooms in the basement and on the third story are being pressed into use which were never designed for classroom purposes and which can never be properly turned to such use. This building was planned by an outside architect.

Throughout almost the entire school plant the windows are wrongly located and the lighting is inadequate. Many of the

teachers complain of the eyestrain resulting from being forced to face the windows at the rear of the rooms. In their attempts to secure relief they draw the shades and so darken the rooms that the children cannot work without eyestrain. Many of the teachers have moved their desks to the side of the room so as to avoid facing the light.

These facts do not mean that the buildings should be abandoned, for the conditions can be greatly improved by the proper use of shades and the careful cleaning of the windows. They do mean that if the city is to get its money's worth in its new buildings and the eyesight of the children is to be properly safeguarded, a more modern form of building design must be followed in the future.

#### TEMPERATURE OF ROOMS

Most of the schoolrooms of Springfield are overheated. The temperature records taken in classrooms by the members of the survey staff were 170 in number and showed a range from 58 to 86 degrees. The maximum temperature allowed in classrooms should be about 68 degrees. More than two-thirds of all the

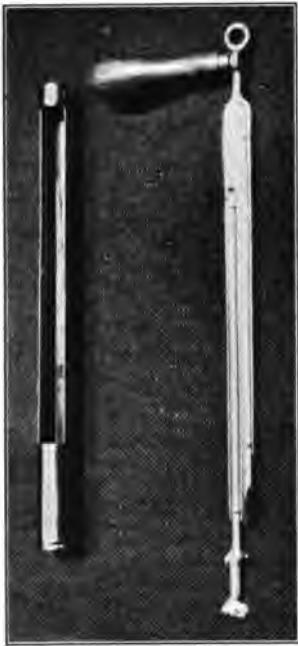
TABLE 4.—TEMPERATURE RECORDS TAKEN IN CLASSROOMS

Degrees	Number of rooms
58.....	1
60.....	2
61.....	1
62.....	4
63.....	1
64.....	3
65.....	4
66.....	11
67.....	11
68.....	13
69.....	16
70.....	20
71.....	18
72.....	24
73.....	13
74.....	13
75.....	4
76.....	7
80.....	3
86.....	1
Total.....	170

temperatures taken were above this while nearly half of them were above 70 degrees. The records taken were as shown in Table 4.

High temperatures in schoolrooms are detrimental to the health of the children and seriously reduce their working efficiency. They result in irritability and inattention and render the work of the teacher more difficult and less effective. Part of the fault in this case may be attributed to the cheap and unreliable thermometers furnished to the schools. These should

be replaced by reliable ones having conspicuous markers at 68 degrees so that the teacher may see at a glance whether the temperature is above or below that point. Such thermometers may be purchased from dealers in school supplies.



SLING PSYCHROMETER USED FOR MAKING TESTS OF HUMIDITY OF ATMOSPHERE IN CLASSROOMS

the dryest deserts of Sahara or Arizona is about 20 per cent. The proper humidity in schoolrooms is about 50 per cent with a range from 40 to 60 per cent.

In the series of 47 tests in the Springfield classrooms, the range was from 19 to 46 per cent, showing that in general the air is too dry. Of these humidity measurements, the four above 40 per cent were taken in the Edwards School which has artificial humidifying apparatus. The results of the tests are shown in Table 5.

#### HUMIDITY

Just as the air in the classrooms in Springfield is as a rule too hot, so it is in general too dry. Careful measurements of the humidity in the rooms were made by means of a Sling Psychrometer which is the most reliable instrument for measuring the moisture content of the atmosphere.

The average moisture in outdoor atmosphere on comfortably warm days is about 70 per cent. One hundred per cent is the point at which precipitation begins as is the case in a heavy fog or light mist. The humidity during warm days in

TABLE 5.—PERCENTAGES OF HUMIDITY AS SHOWN BY PSYCHROMETER TESTS

Per cent of humidity	Number of rooms
19.....	1
22.....	2
23.....	3
24.....	3
25.....	6
26.....	3
27.....	2
28.....	1
29.....	2
30.....	1
31.....	1
32.....	4
33.....	4
34.....	1
35.....	3
36.....	3
38.....	1
40.....	2
42.....	1
43.....	1
45.....	1
46.....	1
Total.....	47

#### VENTILATION

With the exception of the High, Edwards and Pryor buildings, the schools are ventilated by the gravity system. The rooms are heated by steam radiators and ventilated by ducts and flues through which a current of air is induced to rise by warming it by means of steam coils. In general this system is unreliable. Where it is well installed and in good order it works well during cold weather when there is a large difference between indoor and outdoor temperature. When the weather is mild, proper suction cannot be created and the system loses its working efficiency. It is badly affected by high winds.

In Springfield the system is working well in some buildings, moderately in others, and little, if at all, in the rest. In general the janitors have not been taught to regulate it so as to secure the best efficiency. In a number of the buildings the outdoor inlets are kept shut; in others the air is sucked out of the basements and toilet rooms instead of coming from outside, and in a

considerable proportion of the buildings some part of the equipment has been left uncompleted or is out of order so that the ventilating system works only partially.

In the High and Edwards Schools systems of mechanical ventilation with fans have been introduced. The one in the Edwards School is an efficient system and works satisfactorily. That in the high school is somewhat defective. If these systems are properly installed, they are more satisfactory than the gravity systems. They make possible the use of artificial humidification which in turn renders comfortable a distinctly lower schoolroom temperature than when the rooms are overheated with dry air. Moreover with mechanical ventilation air washers may be introduced to cleanse the air from dust and soot before passing it into the schoolroom. A modern type of mechanical ventilation should be a feature of each large new building.

#### DRINKING WATER

Throughout the schools bubbling fountains have been introduced. These are a distinct advance over the dangerous and unhygienic common drinking cup and the board deserves credit for having installed them. Unfortunately in a number of the buildings the drinking fountains have been installed in the toilet rooms. This is a bad practice. There is no good reason for placing the drinking fountains in the toilet rooms and every argument of hygiene, convenience and school management is opposed to it. Their installation in the corridors involves little additional expense and should be insisted upon in future buildings.

#### JANITOR WORK

As a rule the housekeeping of the Springfield schools is well done. Most of the buildings are neat and clean. They are free from defacing marks, no paper is allowed to be thrown about in the yards, and the basements of buildings are kept clean and in good order. These conditions prevail throughout the elementary schools which are in all of these respects distinctly superior to the high school.

#### CLEANING OF WINDOWS

Reference has been made in the section on lighting to the importance of keeping the windows of classrooms as clean as pos-

sible. This is especially important in Springfield, where the prevailing soft coal smoke deposits a bluish film on the window glass. This film forms so rapidly that in three or four weeks it may reduce by one-half the transparency of the windows. At present practice varies greatly in the different buildings with respect to the cleaning of the windows. In some buildings the windows are washed twice a year while in others they are washed twice a month or 20 times a year. This matter is so important that standard rules for cleaning windows should be adopted and the janitors required to observe them.

#### CARE OF FLOORS

In general the floors of the schools are well cared for. The common practice is to oil them once or twice a year and to use a dust-absorbing compound for daily sweeping. In most cases both the oiling and the sweeping are well and faithfully done. Some of the principals have objected to the oiling and in their schools the floors are washed once or twice a month but are not oiled. Oiling the floors gives satisfactory results if it is well done. Probably all of the principals would find it quite satisfactory if care were taken to apply a very thin coating of oil twice a year and to make the application only when the rooms will not be used for several days, as for example during the summer vacation and the Christmas recess. Floors so treated do not need to be scrubbed as frequently as most of them are in Springfield.

#### FURNITURE

Throughout the city non-adjustable seats and desks are in use. These would be satisfactory if care were always taken to place in each room one row of smaller seats and desks and another row of larger ones so as to accommodate the exceptionally small and large children. Springfield would do well to purchase the new movable combination seats and desks for some of the rooms in its new buildings and in the older buildings that do not have auditoriums. The use of these desks makes it possible to rearrange the seating of any room in a few minutes or to move out the seats temporarily so that the room may be used for any special purpose.

### BLACKBOARDS

The city is to be congratulated on having installed slate blackboards of a good quality almost throughout its school plant. All of the newer buildings are so equipped. Slate blackboards are far more satisfactory than any of the plaster or composition boards and should form part of the equipment of every first-class building.

Unfortunately the location of blackboards in the classrooms does not show the same intelligent consideration as the choice of their quality. Blackboards for little children in primary rooms should be placed low so that the children can write on them readily. The standard distance from the floor in primary grades should be 26 inches. In grammar grades and high schools the standard height should be 30 inches. In the Spring-



**THE TWO BOYS SIT IN SEATS OF THE SAME SIZE. THE COAT HOOKS AND BLACKBOARDS ARE TOO HIGH FOR THESE SMALL CHILDREN. THE SCHOOLS ARE FOR THE CHILDREN; THEY SHOULD BE ADAPTED TO THEIR USE**

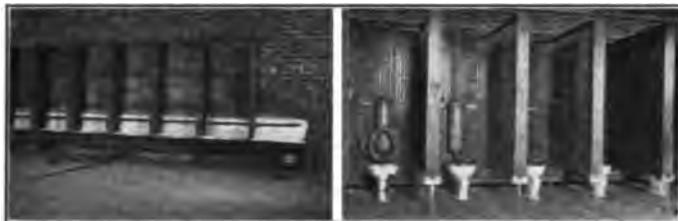
field buildings practically all of the boards are installed as though they were to be used for high school children even when the rooms have been designed for the use of primary grades. In this respect, as in many others, the city has been paying for the best but securing unsatisfactory results. The average distance from the floor to the blackboards in every grade in the city from the first to the fifth, inclusive, is 30 inches while the average in the sixth, seventh, and eighth grade is 31 inches. There is one primary grade in which the blackboards are 38 inches from the floor, a second and two third grades in which the distance is 36 inches,

and two fourth grades in which it is 37 inches. In a third of all the schoolrooms in the city the distance is over 30 inches.

#### TOILETS

Throughout the schools the toilet facilities are seriously deficient. Standard practice, founded on the experience of many cities, demands that in elementary schools there shall be one seat for each 15 girls and one seat and one urinal for each 25 boys. Only four schools in the city meet these requirements. In the rest the facilities are inadequate and in the Stuart and High School buildings seriously so.

In nearly all of the buildings the toilet stalls have no doors. This is a thoroughly bad practice and should be remedied. No citizen of Springfield would tolerate such an arrangement in his home and there is no reason why his children should be sub-



**THE URINALS ARE OF POOR DESIGN AND THE TOILET STALLS SHOULD HAVE DOORS**

jected to it in school. Each toilet stall should be provided with a short door set well above the floor and arranged with spring hinges so that it will swing in when the stall is not in use. This will afford privacy and facilitate sanitation and inspection.

In many of the buildings the toilets have been placed in a double row down the middle of the room. It is a much better plan to place them in a single row against the wall. This allows for a far lighter room and one more easily cleaned and supervised. In some of the buildings no toilets have been provided for the teachers.

The urinals in use are made of enamelled iron and are poorly designed. They suffer rapid corrosion and many are in bad condition. Slate or glass urinals of the self-ventilating type should be used for renewals and in all new buildings. The floors of the toilet rooms are of cement which is objectionable because the

uric acid coming in contact with it begins a chemical action which can never be corrected. The best material for such floors is rock asphalt which is entirely non-absorbent and more easily cleaned than any other flooring.

All of the toilets in use are of the same size whether provided for primary children or for the high school. This should be corrected by supplying two sizes of seats in all new buildings. In the Ridgely School the outdoor privies are in a serious condition of dilapidation which should not be tolerated. Throughout the elementary schools the toilet rooms are entirely free from the obscene writing which commonly defaces these places. In this respect they are in better condition than any equal number that



**THE PRIVIES OF THE RIDGELY SCHOOL ARE IN SERIOUSLY BAD CONDITION**

have come under the observation of the members of the survey staff. This speaks well for the moral atmosphere of the schools. Unfortunately conditions in this respect in the High School in the toilets of both the boys and the girls are seriously bad.

#### FIRE PROTECTION

Springfield is fortunate in never having had a fire tragedy in her schools. Some of the buildings have been damaged by fire but no lives have been lost. Just six years ago, in March, 1908, fire started in the Lakeview School in Collinwood, Ohio, probably from a steam pipe resting on a wooden joist. The teachers

sounded the fire-drill signal and the children on the first floor escaped. On the upper floors the teachers stood at the classroom doors but the coat rooms opened directly into the corridors just as they do in Springfield and the children escaped through them in a rush for the stairs. Coat rooms ought not to open into corridors. At the foot of the stairs the doors were double and swung outwards. One side was bolted. In every elementary school building in Springfield one side of the outer double door is kept bolted. The children trying to get out became wedged



THE COLLINWOOD SCHOOL, WHERE 173 CHILDREN LOST THEIR LIVES

against the vestibule partition. Before they could be extricated 173 children and two teachers burned to death within sight and in some cases within touch of their friends and parents.

The building was of brick with wooden floors and partitions as are the Springfield buildings. The furnace room was not fire-proof and the stairs were open and of wood just as they are in this city. The building was well provided with good fire escapes as none of the Springfield buildings are and it was better planned than most of the schools here. Conditions in Springfield make possible the duplication of the Collinwood tragedy at any time.

Of all the factors entering into this situation the most seriously important is the bolted outside doors. The members of the sur-

vey staff witnessed fire-drills in most of the schools. They are conducted in substantially the same way in all of the elementary schools. When the signal is sounded some of the older boys make a rush for the doors and unbolt them. This introduces at the outset an element of running and confusion into a drill which is instituted for the purpose of preventing panic. In some cases the boys are able to undo the bolts and sometimes they are not. In one instance they could not get the door open until the janitor came to help them; in another a teacher's aid was required. In one school the chain for drawing the bolt is broken and a stick is kept inside the door to serve instead. In one school the principal, upon being asked to sound the fire signal ran upstairs to find the janitor to get him to come down and unbolt the door so that the fire-drill might be held. In one minute and thirty seconds the janitor got the door unbolted and in two minutes and twenty seconds the children had marched out. The times were taken by an accurate stop-watch.

The first step to be taken in remedying this situation is to replace the bolts on all outside doors by panic bolts by which doors can be instantly opened from the inside by a slight pressure on any part of the bar. Fastening any outer door in any other way should be peremptorily forbidden.

The fire drills should be reorganized and all running forbidden. In buildings of the Hay and Feitshans type the turns at the bottom of the stairs should be straightened out and the doors placed directly in front of the stairs



SCHOOL DOOR EQUIPPED  
WITH PANIC BOLT

instead of at one side. over the furnaces are of wooden lath and in some cases of unprotected wooden beams and flooring. These should be replaced or protected with metal lathing and cement plaster.

### NEW AUDITORIUMS FOR OLD BUILDINGS

There is at present an active campaign throughout the city for the addition of an auditorium to each school building not already possessing one. This movement is stimulated by the recently aroused interest in the use of school buildings for public gatherings, meetings of parents' associations, entertainments, and the like. The interest is so great that the different school districts are actively vying with each other in the race to be the first to secure auditoriums as annexes for their buildings.

There is much that is commendable in this movement. An auditorium is an essential part of every well-equipped and modern school building. Unfortunately, however, the present policy is seriously expensive and somewhat short-sighted. Most of the buildings should be replaced within the next 25 years and some of them in even less time. The present plan is to build expensive auditoriums in the yards and connect them with the school buildings by means of covered passageways.

If the city is to get the value of its money, each of these new additions should be carefully planned and substantially built so that it will be an integral part of the modern building which will within a few years displace the present one. At present no such careful thought is being devoted to the planning of the auditoriums and when the time comes for the replacement of the school buildings, it will be found that the auditoriums are unsatisfactory as separate units and cannot readily be made parts of the new buildings because they have not been planned with that end in view. The present policy is an extravagant one and should not be followed unless the city feels that it has no other more pressing uses for its funds.

At the same time that many thousands of dollars are being ap-



STAIRWAY OF DANGEROUS TYPE  
FOUND IN FEITSHANS SCHOOL

propriated for the building of new auditoriums, the Bunn School has an unfinished auditorium which was built as a part of the original building but has never been completed and hence represents a large expenditure of an almost entirely unproductive sort.

Many of the present schools have very wide corridors which could be used fairly satisfactorily for public meetings by the installation of folding chairs which could be stored in the basement when not in use. Similarly, if two or three of the upper grade rooms were equipped with movable furniture, meetings of parents' clubs could readily be held in them. These make-shifts would not be so gratifying to local pride as the building of



**UNFINISHED AUDITORIUM IN THE BUNN SCHOOL ERECTED 12 YEARS AGO**

auditoriums, but they could be worked out so as to give almost equally satisfactory results in terms of the wider use of the school plant and such an arrangement would set free many thousands of dollars for use in much needed new buildings.

#### QUALITY OF CONSTRUCTION

In quality of material and workmanship there is the widest variation among the buildings of the city. Some of them, as for example the Edwards and the Lawrence Schools, represent a thoroughly high grade of construction. In others the material is inferior and the workmanship poor. As the plans and specifications for all of the buildings are substantially the same, these striking contrasts seem to be attributable to the methods of the

builders who have constructed the different schools. The poor material and workmanship found in some of the buildings are inexcusable and illustrate once more the fact that the city is not getting its money's worth in its school buildings.

A striking example of this is furnished by the new Lincoln School. When the members of the survey staff began work, the carpenters were just putting down the flooring in that building. The specifications called for sheathing or underflooring of dressed,

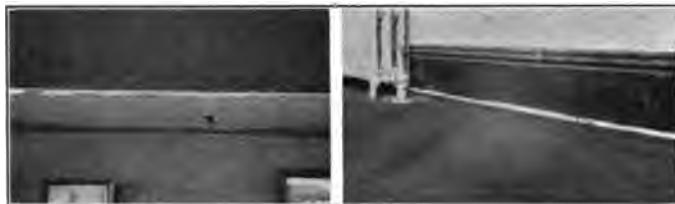


**PATCHED, CRACKED, AND DEFECTIVE SECOND-HAND LUMBER USED AS SHEATHING IN THE NEW LINCOLN SCHOOL**

seasoned yellow pine  $\frac{3}{8}$  inch thick. In actual fact the sheathing of the Lincoln building consists of old second-hand lumber full of nail holes, broken pieces, and with some decayed spots. Most of it is spruce, but there are short pieces used for patching that are white pine, hemlock, yellow pine, and maple. This second-hand lumber is of varying thickness and has been leveled up by inserting thin boards, pieces of shingle, chips, and sticks between the joists and the thinner pieces. It is impossible to lay a truly

smooth floor over such a foundation as one may see by visiting the Lincoln or the Palmer Schools. The floors in both of these new and expensive buildings are uneven and springy. Anyone looking down the halls can see the unevenness and by walking about can feel the floor boards spring beneath his feet. On page 41 will be found photographs of the sheathing in the Lincoln building showing the broken spots and patches of the second-hand lumber used.

Moreover throughout both of these buildings similar evidences of poor material and deficient workmanship are to be found. Neither building will remain in good condition many years and both of them are sure to entail heavy bills for repairs before they have been long in use. Similar evidences of poor construction were found in some of the other buildings. On this page are shown photographs illustrating the way in which floors and ceilings are



**CEILING PULLING AWAY FROM WALL IN BUNN SCHOOL AND FLOOR SAGGING IN MATHENY SCHOOL**

pulling away from walls in the Matheny and the Bunn buildings, both of which are comparatively new.

#### SPECIFICATIONS

The causes of these conditions lie in the way in which the specifications of the new buildings are drawn and the inspectorial work done. The specifications of the Lincoln building have been submitted to one of the foremost schoolhouse architects in America for his opinion. His verdict is as follows:

"The specifications are of a generation long past, loose in the extreme and lacking in nearly all the points of a proper specification as written today. There is nothing in these specifications that would indicate second-hand lumber and an inspector who would allow such to be used should be subject to inquiry as the legal intent of a specification for a new building is that new ma-

terial is to be used unless there is a distinct understanding to the contrary."

#### RECOMMENDATIONS REGARDING THE SCHOOL PLANT

1. Build no more buildings according to the plans now in use. Profit by the experience of other cities and secure plans embodying the most modern practice.
2. Build future classrooms smaller. Make ceilings lower. Plan coat rooms somewhat narrower.
3. Reduce width of corridors from 25 feet to about half that width.
4. Insist on lighting of classrooms from the left only.
5. Have the window area in classrooms equal to one-fourth of the floor area.
6. Secure a better type of window shades and insist on constant care in their adjustment.
7. Establish standards for the cleaning of windows and insist on their observance.
8. Reduce classroom temperatures to a maximum of 68 degrees and equip all rooms with reliable thermometers.
9. Equip new buildings with the best type of mechanical ventilation and repair defects in existing systems.
10. Place some seats and desks of varying sizes in each room. Equip some rooms in each building with the new movable combined seats and desks.
11. Install drinking fountains elsewhere than in the toilet rooms.
12. Arrange blackboards in classrooms, hooks in coat rooms, and seats in toilet rooms with reference to the size of the children who are to use them.
13. Build new schools fire-proof or fire-resisting. Straighten winding stairways in old buildings or, better still, replace one stairway in each old building by fire-proof stairs.
14. Immediately replace all bolts on outer doors by panic-bolts and forbid the fastening of any outer doors by any other means.
15. Reorganize fire-drills, forbidding all running and confusion.
16. Plan all auditoriums built as annexes of old buildings so that they will be integral parts of the new buildings to be erected in the future. Where this is impossible, do not build them.

17. Secure new sets of specifications and reorganize the system of inspection so that specifications will be followed in new buildings.
18. Organize a school for janitors under the direction of the superintendent of buildings in which they may learn the best and most efficient methods of carrying on their very important part of the school work.

## CHAPTER V

### THE CHILDREN

According to the school census of 1912, there were in the school district 15,387 children of school age. This means those at least six but less than 21 years old. Since we have no more recent figures, we may use these as being approximately true for the spring of 1914. We may compute from the data in the United States Census how many of these children were of each separate age. There are now three facts which we need to know about the children of each age in order to discover how well the schools of the city are fulfilling their duty of educating all the children. These three facts are: First, the number of children of each age who are in public schools; second, the number in private or parochial schools; and third, the number not in any school.

Since the school census in this city does not gather these data, the survey has attempted to secure them. The results are presented in graphic form in Diagram 3. Each upright column represents the number of children in the city of the age indicated. The lower portion in outline shows the number attending public school in March, 1914, the shaded portion shows the number attending parochial and private schools, and the portion in black shows those not attending any school.

The first noticeable feature of the diagram is that there are more children at each upper age than at the lower ones. This is because the city is growing rapidly through accessions of young people from other localities. The next condition prominently brought out is that during the compulsory attendance period, at the ages from seven to 13 inclusive, practically all the children appear to be in school. If this is true, it is a good showing and distinctly creditable to the city. It does not, however, agree with the returns of the United States Census of 1910 which showed a low proportion of children of compulsory attendance age in school.

The diagram also shows that as soon as children complete the compulsory attendance period they begin to drop out rapidly.

By the time they are sixteen, more than half have left and two years later very few remain. During the compulsory attendance ages the enrollment in public schools is more than two and a half times as great as it is in the private schools, but during the upper ages the private schools actually enroll more children than the public ones. This is largely accounted for by the large num-

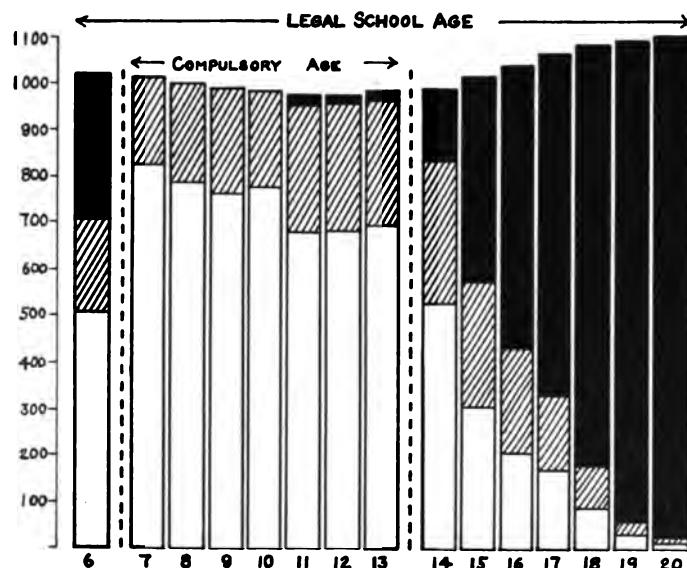


DIAGRAM 3.—THE COLUMNS REPRESENT ALL THE CHILDREN OF THE SCHOOL DISTRICT AT EACH AGE FROM SIX TO 20. PORTION IN OUTLINE REPRESENTS CHILDREN IN PUBLIC SCHOOLS, SHADED PORTION THOSE IN PAROCHIAL AND PRIVATE SCHOOLS, AND PORTION IN BLACK THOSE IN NO SCHOOL

bers of Springfield children who attend the local business colleges.

#### SCHOOL CENSUS

The conditions just discussed and the diagram illustrating them represent the facts which are fundamental to the enforcement of any system of compulsory education. The criticism that may fairly be brought against the data presented is that we are not certain of their accuracy. This ought not to be the case. Springfield should know, not guess or compute, the number of children at each age who are in public schools, in private schools, or not in any schools. According to law the school census must be taken every two years but at present it is of almost no value because it does not gather the simple but most valuable data

mentioned above. This can be remedied at little expense in the future.

#### GRADES

The children in the public schools are classified in 12 grades of which the first eight constitute the elementary schools and the last four the high school. If we omit children from out of town in the high school, the attendance in each grade in March was as shown in Table 6 and illustrated in Diagram 4, in which each upright column represents the children in one grade.

Both the table and the diagram show large numbers of children in the lower grades and small numbers in the upper ones. The two lowest grades are more than six times as large as the two highest ones.

TABLE 6.—PUPILS IN AVERAGE ATTENDANCE BY GRADES

Grade	Pupils
I.....	855
2.....	922
3.....	993
4.....	871
5.....	850
6.....	688
7.....	593
8.....	427
I.....	307
II.....	239
III.....	143
IV.....	142
Total.....	7,030

There are many factors responsible for such conditions. Children enter school at varying ages and make different rates of progress. Some complete a grade each year and some even skip grades. Others take two or even three years to complete the work of one grade. When many children repeat grades the membership of the lowest grades becomes greatly increased. If such children spend several years in repeating lower grades they reach the conclusion of the compulsory attendance period and drop out before entering the higher grades. This results in greatly decreased classes at the upper end of the course. These conditions maintain in Springfield as they do to a greater or less

extent in all school systems. They produce some of the most difficult problems of school administration.

#### CHILDREN WHO ARE MISFITS

A majority of the children begin school at the age of six and so the first grades are largely made up of six-year-old children. If a child enters at the age of eight or nine or if he enters earlier but remains two or three years in the first grade, he is nearly certain to become a misfit in his class. He needs a different kind of teaching and a different sort of treatment from the other chil-

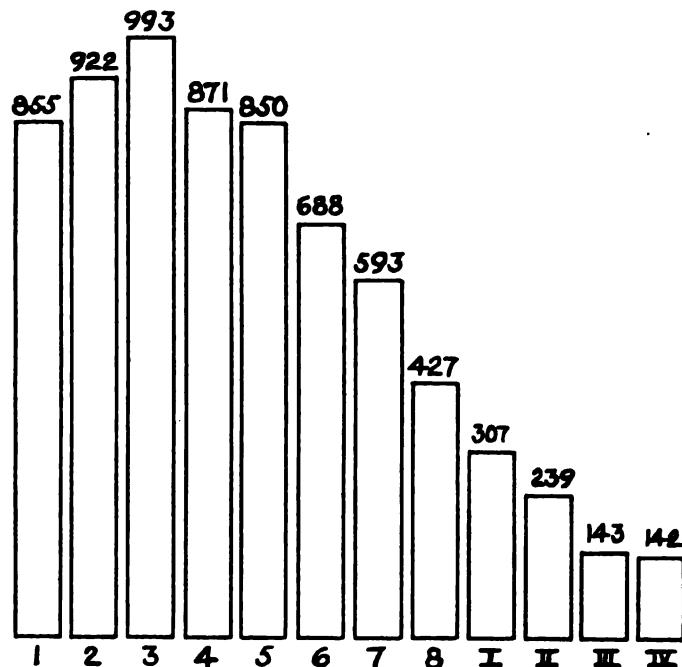


DIAGRAM 4.—THE COLUMNS REPRESENT THE MEMBERSHIP IN THE EIGHT GRADES AND FOUR HIGH SCHOOL CLASSES. NOTE THE RAPID FALLING OFF IN THE UPPER GRADES

dren and his presence renders the teacher's work harder and its results poorer. Such a child is termed an over-age child and he is classified as over-age if he is eight or more years old in the first grade, nine or over in the second, and so on for the other grades.

There are 1,469 such over-age children in the elementary schools of Springfield which is 24 per cent of the average attend-

ance. As compared with other cities, this is a distinctly good showing. Three years ago the Division of Education of the Russell Sage Foundation gathered similar data from 29 other cities, using the same methods and blanks as were used in Springfield.\* Only one of the 29 cities had a smaller percentage of over-age children. In this matter the schools of Springfield stand well.

Of the 1,469 over-age children there are 235 more boys than girls. Only 21 per cent of the girls are in this group as against 27 per cent of the boys. As both boys and girls enter at the same ages, this indicates that the boys make slower progress.

#### CHILDREN WHO MAKE SLOW PROGRESS

The theory on which the school grades are organized is that the children shall complete one grade each year and so finish the eight elementary grades in eight years. If a pupil has taken three years to complete two grades or seven years to finish five grades, we may classify him as making slow progress.

On this basis there are 1,502 pupils in the Springfield schools who have made slow progress. As in the case of the over-age pupils, this is 24 per cent of all. The number of slow boys is 266 greater than the number of slow girls. As in the former comparison, we find that the percentage of boys making slow progress is greater than that among the girls. For the boys it is 28 while among the girls it is only 21.

As contrasted with the 29 other cities for which similar data are available, Springfield again makes a fine showing, only two of the others making better records with respect to the percentage of pupils making slow progress. From this comparison and the foregoing one, showing conditions with respect to over-age children, it appears that Springfield is doing very creditably in the matter of carrying her children through the grades on schedule time but that her boys are not faring as well as her girls.

The comparative records of Springfield and the 29 other cities in the matters of over-age and slow pupils are shown in Table 7.

#### CHILDREN BOTH OVER-AGE AND SLOW

The children who are over-age and the children who are slow are not by any means always the same children, but when a child

\* The Identification of the Misfit Child. Publication No. 108. Division of Education, Russell Sage Foundation, New York City.

TABLE 7.—PER CENT OF ELEMENTARY SCHOOL PUPILS OVER-AGE  
AND SLOW IN 30 CITIES. DATA FOR SPRINGFIELD, ILL., FOR  
MARCH, 1914, AND FOR OTHER CITIES FOR JUNE, 1911

City	Per cent over-age	City	Per cent slow
1. Quincy, Mass.	19	1. Amsterdam, N. Y.	21
2. Springfield, Ill.	24	2. Milwaukee, Wis.	22
3. Racine, Wis.	28	3. Springfield, Ill.	24
4. Amsterdam, N. Y.	28	4. Indianapolis, Ind.	25
5. Indianapolis, Ind.	29	5. Racine, Wis.	28
6. Syracuse, N. Y.	29	6. Rockford, Ill.	29
7. Danbury, Ct.	31	7. New Rochelle, N. Y.	30
8. Milwaukee, Wis.	31	8. Danbury, Ct.	31
9. Rockford, Ill.	32	9. Muskegon, Mich.	31
10. Canton, O.	34	10. Topeka, Kans.	31
11. Elmira, N. Y.	34	11. Niagara Falls, N. Y.	34
12. New Rochelle, N. Y.	34	12. Bayonne, N. J.	35
13. Muskegon, Mich.	35	13. New Orleans, La. (white)	36
14. Niagara Falls, N. Y.	36	14. East St. Louis, Ill.	37
15. Topeka, Kans.	36	15. Elmira, N. Y.	37
16. Danville, Ill.	38	16. Danville, Ill.	38
17. Trenton, N. J.	38	17. Passaic, N. J.	38
18. Reading, Pa.	40	18. Plainfield, N. J.	38
19. Plainfield, N. J.	40	19. Schenectady, N. Y.	39
20. Perth Amboy, N. J.	41	20. Syracuse, N. Y.	39
21. Bayonne, N. J.	42	21. Elizabeth, N. J.	40
22. Hazelton, Pa.	42	22. Watertown, N. Y.	41
23. Watertown, N. Y.	43	23. Canton, O.	43
24. East St. Louis, Ill.	44	24. Hazelton, Pa.	44
25. Schenectady, N. Y.	44	25. Quincy, Mass.	44
26. Elizabeth, N. J.	46	26. Trenton, N. J.	44
27. Kenosha, Wis.	48	27. Montclair, N. J.	45
28. Montclair, N. J.	48	28. Kenosha, Wis.	47
29. New Orleans, La. (white)	49	29. Reading, Pa.	47
30. Passaic, N. J.	51	30. Perth Amboy, N. J.	49

is both over-age and slow he becomes a serious school problem. The number of such children in the Springfield schools is exactly 1,000 and it is most significant that 617 of these are boys and only 383 are girls. The number and per cent of such children in each school are shown in Table 8.

#### CHILDREN WHO SHOULD BE IN SPECIAL CLASSES

In every large school system special classes should be organized for certain types of exceptional children. Since Springfield has not yet undertaken this work it should begin by making special provision for those children who are so seriously retarded that it is evident that they cannot profit by the ordinary instruction in the regular classes. These children may be located by discover-

TABLE 8.—PUPILS IN ATTENDANCE IN ELEMENTARY SCHOOLS AND NUMBER AND PER CENT OF THEM WHO ARE BOTH OVER-AGE AND MAKING SLOW PROGRESS

School	Pupils in attendance	Number over-age and slow	Percent over-age and slow
Edwards.....	273	13	5
Hay.....	313	15	5
Converse.....	346	24	7
Teachers Training.....	227	22	10
Dubois.....	438	55	13
Lawrence.....	413	54	13
Harvard Park.....	156	22	14
Stuart.....	417	63	15
Ridgely.....	394	65	17
Iles.....	415	73	18
McClernand.....	282	50	18
Douglas.....	372	70	19
Palmer.....	353	67	19
Feitsmans.....	372	74	20
Enos.....	424	87	21
Matheny.....	238	50	21
Lincoln.....	375	91	24
Bunn.....	391	105	27

TABLE 9.—CHILDREN AT LEAST THREE YEARS SLOW IN THE ELEMENTARY SCHOOLS

School	Number
Lincoln.....	16
Bunn.....	12
Enos.....	9
Feitsmans.....	9
Iles.....	9
Palmer.....	9
Matheny.....	8
Douglas.....	6
Harvard Park.....	4
Ridgely.....	4
Dubois.....	3
Stuart.....	3
Converse.....	2
Lawrence.....	2
McClernand.....	2
Training.....	2
Hay.....	1
Edwards.....	..
Total.....	101

ing from the records which ones have made such slow progress that they have lost at least three years and so are three or more grades behind the normal.

These extreme cases number some 101 in Springfield and it is noteworthy that 63 of these are boys and only 38 are girls. They are scattered through the schools as shown in Table 9.

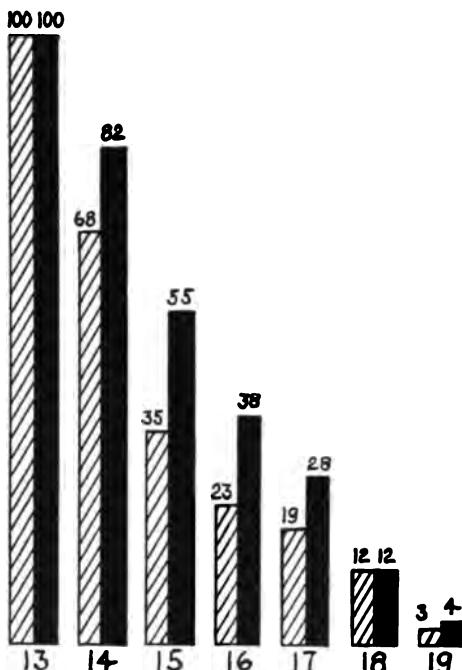


DIAGRAM 5.—COLUMNS REPRESENT NUMBER OF BOYS AND GIRLS AMONG EACH HUNDRED BEGINNERS WHO REMAIN AT EACH AGE FROM 13 TO 19. SHADED COLUMNS REPRESENT BOYS AND BLACK COLUMNS GIRLS

#### WHEN AND WHERE BOYS AND GIRLS LEAVE SCHOOL

Careful computations have been made as to the age at which the children drop out of school. In general terms the results show that practically all of them remain until they are 13 years old. By the time they are 14, one-fourth of them leave. Half of them leave before they are 15, two-thirds before they are 16, three-fourths before they are 17, and nine-tenths before they are 18.

These figures, however, while approximately accurate, are of but limited significance because they fail to disclose the great differences between the conditions among the boys and those for the girls.

Diagram 5 shows the number of boys and the number of girls in each 100 remaining in school at each age from 13 to 19 years. In each case the shaded column represents the boys and the one in black the girls.

The significant fact revealed by Diagram 5 is that the boys drop out in far larger numbers at the earlier ages of 14, 15, and 16, leaving a larger proportion of the girls to remain for several years more of schooling.

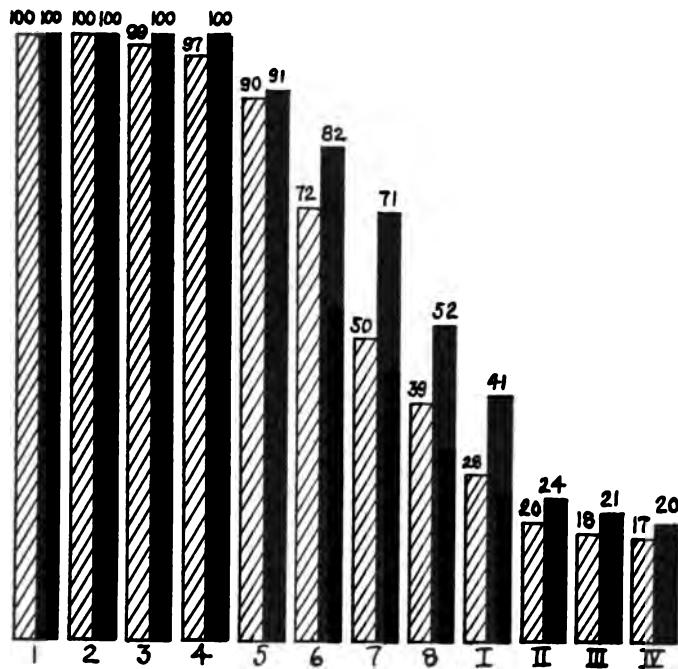


DIAGRAM 6.—COLUMNS REPRESENT NUMBER OF BOYS AND GIRLS AMONG EACH HUNDRED BEGINNERS WHO REMAIN AT EACH GRADE FROM THE FIRST ELEMENTARY TO THE FOURTH HIGH SCHOOL. SHADED COLUMNS REPRESENT BOYS AND BLACK COLUMNS GIRLS

A similar situation is revealed when we study the dropping-out of boys and girls by grades. In general we may say that children begin to drop out of the Springfield schools in the fifth grade where one-tenth of them leave and nine-tenths remain. By the time the sixth grade is reached, a quarter of them have left. Less than half finish the eighth grade, one-third enter the high school, and one-fifth complete the high school. About one child in 35 goes to college. These conditions are illustrated in

Diagram 6 in which the shaded columns represent the number of boys in each 100 remaining in each grade while the columns in black show the corresponding conditions for the girls. Again it is noteworthy that at each stage of progress a larger proportion of the girls remains in school than of the boys. These facts as to the dropping out of boys and girls are presented in Tables 10 and 11.

TABLE IO.—NUMBER OF BOYS IN EACH HUNDRED DROPPING OUT AT EACH AGE AND GRADE

Grade	Boys								Total
	13	14	15	16	17	18	19	20	
I.....	..	..	..	..	..	..	..	..	..
2.....	..	..	..	..	..	..	..	..	..
3.....	..	..	1	..	..	..	..	..	1
4.....	..	1	1	..	..	..	..	..	2
5.....	..	4	2	1	..	..	..	..	7
6.....	..	9	7	2	..	..	..	..	18
7.....	..	10	9	3	..	..	..	..	22
8.....	..	6	4	1	..	..	..	..	11
I.....	..	2	7	2	..	..	..	..	11
II.....	..	2	3	2	..	1	..	..	8
III.....	..	..	..	..	..	2	..	..	2
IV.....	..	..	..	2	7	6	3	..	18
Total.....	..	32	33	12	4	7	9	3	100

TABLE II.—NUMBER OF GIRLS IN EACH HUNDRED DROPPING OUT AT EACH AGE AND GRADE

Grade	Girls								Total
	13	14	15	16	17	18	19	20	
I.....	..	..	..	..	..	..	..	..	..
2.....	..	..	..	..	..	..	..	..	..
3.....	..	..	..	..	..	..	..	..	..
4.....	..	..	..	..	..	..	..	..	..
5.....	..	..	5	2	2	..	..	..	9
6.....	..	..	7	2	..	..	..	..	9
7.....	..	..	6	4	..	1	..	..	11
8.....	..	..	..	9	6	4	..	..	19
I.....	..	..	..	8	3	..	..	..	11
II.....	..	..	..	2	6	3	4	2	17
III.....	..	..	..	..	..	3	..	..	3
IV.....	..	..	..	..	2	9	6	4	21
Total.....	..	18	27	17	10	16	8	4	100

### SIGNIFICANCE OF PROGRESS RECORDS OF BOYS AND GIRLS

These comparisons between the progress made by the boys and that of the girls discloses a seriously important condition. Both boys and girls enter the primary grades in about equal numbers. The girls make better progress than the boys. They go forward more rapidly; they stay in school longer and a greater proportion of them graduate. There are more repeaters among the boys; a greater proportion are over-age for their grades; more of them make slow progress; they drop out at lower grades and earlier ages; and fewer of them remain to graduate. These conditions are not due to any conscious discrimination or neglect in the school system. They have grown up without the school authorities being aware of them. They exist in greater or less degree in a large proportion of our cities but not in all of them. Quite unconsciously the schools of this city, like those of many other cities, have developed a course of study, a system of examinations and promotions, and methods of teaching,—in short an entire school system—better fitted for the needs and requirements of the girls than for those of the boys.

These conditions can be remedied and their alteration is one of the most important tasks which confronts the schools. The boys do not leave school earlier than the girls merely because they find greater opportunities for employment, and if they did, this would not explain why they make so much slower progress than their sisters. The experience of other cities shows that when boys leave school in large numbers at early ages and in the lower grades it is not because the opportunities for securing employment are especially attractive, but because the schools are not offering them work which holds their interest and impresses them or their parents as worth while.

When the age of adolescence approaches, boys and girls alike rebel against the maternalistic atmosphere of the elementary schools and are filled with the longing to get out among men and women where they can take their places in the work of the world. To the boy this longing is a more keen and compelling force than it is to the girl. The result is that if the work of the schools is not in itself interesting, if it lacks in vitality, if it does not appeal to the young people as being real, both boys and girls drop out, but the boy goes first.

This is substantially the situation that exists in Springfield

and its solution is to be found in making the work of the upper grades and the high school more vital, more real, and more nearly related to the work and the problems of real life. How this problem may be met will be further discussed in the section dealing with the proposed intermediate schools.

#### PROMOTION RATES

In general the promotion rates are well up, ranging from 85 to 90 per cent. This means that at the end of each term from 85 to 90 among every hundred children are promoted to the next higher grade. The promotion rate for the entire city at the end of June, 1913, was 90 per cent, while at the end of January, 1914, it was 87 per cent. For the individual schools the rate varied from 79 to 97 per cent. For the different grades there are slight variations, the rate for the first grade being somewhat the lowest and that for the eighth grade being the highest.

In connection with the study of promotion rates, it is noteworthy that the schools having the higher promotion rates make fully as good showings in the tests of the quality of their classroom work in writing, spelling, and arithmetic as do those having lower promotion rates. In the opinion of the members of the survey staff promotion rates in Springfield are not too high and it is believed that more generally satisfactory progress is being made with these relatively high promotion rates than would be the case if a smaller proportion of the children were promoted at the end of each term.

#### SIZE OF CLASSES

Springfield is fortunate in having few overcrowded classes. Excluding the old Palmer School and Teachers Training School, there are 147 classrooms in use in the elementary schools. Of these, one had an average attendance of only 17 in March when the survey data were gathered, while at the other extreme was one with an attendance of 53. The average classroom had 36 pupils in attendance. Distribution of the attendance in the different classes is shown in Table 12.

While the attendance in the average classroom was 36, it is to be noted that 23 rooms had less than 30 pupils while 33 had more than 40. The classes in these latter rooms are too large and in most cases they could be reduced by transferring pupils to less

crowded schools. This would be beneficial and should be undertaken wherever possible.

TABLE I2.—ATTENDANCE IN 147 CLASSROOMS

Number in attendance	Classrooms
17	1
20	1
22	1
24	1
25	3
26	5
27	3
28	5
29	3
30	4
31	6
32	9
33	8
34	9
35	12
36	10
37	9
38	9
39	6
40	9
41	8
42	5
43	2
45	2
46	3
47	3
48	3
49	4
50	2
53	1
Total	147

#### SUMMARY

1. The school census should be reformed so as to tell how many children there are of school age in the city, who they are, where they live, and where they attend school.
2. As compared with other cities, Springfield makes a good showing in having a relatively small proportion of children who are over-age for their grades or are making slow progress.
3. There are 1,000 children in the elementary schools who are both over-age for their grades and are making slow progress. The proportion of such children varies from five per cent to 27

per cent in the different schools. These children need individual teaching and provision for giving it should be made.

4. There are some 101 cases of extreme retardation. These children should be in special classes. Some of them should not be in the public schools at all but in institutions.

5. The course of study, teaching methods, and administration of the schools are better adapted to the needs and abilities of the girls than they are to those of the boys. The boys make slower progress, fail more often, and drop out of school earlier than the girls. This condition is always found where the school work is artificial, formal, and abstract. It has been remedied in other cities and can be remedied here.

6. Promotion rates are high but not too high.

7. Classes range in size from 17 to 53, with an average of 36. Wherever possible, the children should be redistributed so as to have fewer overcrowded classes. The welfare of the children is vastly more important than the strict maintenance of school district boundaries.

## CHAPTER VI

### THE TEACHING FORCE

The regular teaching force consists of 238 teachers and principals. Of these, 199 are in the elementary schools and 39 in the high school.

#### AGES

In age they range from 19 to 71 years. Among the teachers in the elementary schools the median or midway age is 29 years, half of the teachers being 29 years old or older and the other half 29 years of age or younger. Among the high school teachers the corresponding median age is 30 years. The detailed facts concerning the ages of the teachers are shown in Table 13.

**TABLE 13.—AGES OF TEACHERS IN ELEMENTARY AND HIGH SCHOOLS**

Age	Ele- men-tary	High	Age	Ele- men-tary	High
19.....	4	..	41.....	4	..
20.....	11	..	42.....	2	..
21.....	10	1	43.....	4	1
22.....	10	1	44.....	3	..
23.....	12	..	45.....	8	..
24.....	11	1	46.....	1	..
25.....	11	1	47.....	2	2
26.....	8	4	48.....	3	..
27.....	14	1	49.....	1	1
28.....	5	5	50.....	2	..
29.....	6	3	51.....	2	..
30.....	5	4	52.....	3	1
31.....	2	..	53.....	2	..
32.....	3	2	54.....	1	1
33.....	5	2	55.....	1	..
34.....	3	..	56.....	1	..
35.....	1	1	60.....	1	..
36.....	4	..	62.....	1	..
37.....	3	1	63.....	1	..
38.....	10	1	71.....	1	..
39.....	5	2	Not stated .....	5	2
40.....	7	1	Total.....	199	39

### LENGTH OF TEACHING EXPERIENCE

The length of teaching experience ranges from one year to 53 years. The average is 10 years and the average length of service in the schools of Springfield is seven years. These figures show that the teaching force is a relatively stable one. The length of service is longer than is commonly the case in other cities of similar size.

### CERTIFICATION

The certificates under which the teachers hold their positions are of four classes and they are distributed as shown in Table 14.

**TABLE 14.—CERTIFICATION OF TEACHERS**

Kind of certificate	Elementary schools	High school	Total
First-grade county.....	144	25	169
Second-grade county.....	48	1	49
Special.....	2	8	10
State life.....	5	5	10
<b>Total.....</b>	<b>199</b>	<b>39</b>	<b>238</b>

### APPOINTMENT AND TENURE OF OFFICE

No definite or uniform procedure exists for the appointment of teachers. In general the process is so nearly automatic that it presents few administrative problems. Each year for many years past a few of the girls in the high school have declared their intention of becoming teachers and have taken the so-called "normal course" in that school. By doing this they become candidates for appointment as pupil-teachers in the Teachers Training School. If successful in completing the high school work, they receive appointment as pupil-teachers and attend the Teachers Training School for one year. They are then practically assured of positions in the public schools and are appointed as soon as a vacancy occurs. From time to time teachers have been appointed who are not graduates of the Training School and some have entered the service from other cities.

In general these appointments have been made by the board of education and seem not to have been much influenced by the superintendent. At present the teaching force is being recruited

almost exclusively from the Training School, and the records show that during the past few years the proportion of new teachers secured from any other source has been growing smaller and smaller. In the few appointments of teachers that are not secured from the Training School the board of education seems disposed to give the superintendent a freer choice than it accorded his predecessor. This tendency is in the right direction but it should be carried much further and adopted as a settled policy. The interests of the schools will be greatly forwarded when the board gives the superintendent full power in the selection of the teachers and makes it a part of his duty to locate the most successful teachers wherever he can find them and bring them into the city's service. No definite policy exists in the matter of tenure of office, but in practice a teacher who gives satisfaction is retained indefinitely.

#### SALARIES

In the elementary schools teachers receive \$450 during the first year, \$500 the second year, \$550 the third year, \$600 the fourth year, \$700 the fifth year, and in the sixth year they reach the salary of \$800 which is the maximum for the regular teaching positions. The principals receive salaries of from \$900 to \$1,800. Salaries of the high school teachers range from \$800 to \$1,400. These salaries are moderate for a city of the size and importance of Springfield, but if we compare them with those paid in other cities of similar size, we find that they represent a rather liberal scale of payment for the quality of training and experience secured.

In order to compare the salaries of teachers in this city with those paid in other places, data have been secured from 16 cities as to the average annual salaries of elementary school teachers. These data are presented in Table 15. They show that Springfield is the fourth from the top in this list of 16 cities in point of average salary paid to elementary teachers. The cities range in population from 25,000 to 100,000 and have been selected because it was possible to secure from them accurate comparable figures. In each case the latest available data have been taken.

At present there is much agitation in Springfield for increased salaries for the teachers and during recent years several advances have been secured. It is the opinion of the members of the survey staff that their advances have been deserved and that if the

resources of the city warrant, the salary scale should be steadily raised providing always that larger capacity and increased ability are purchased through the advanced salaries. There is no danger that Springfield will pay its teachers too much, but there is some danger that the city will not receive the highest possible returns on its investment in terms of training and ability.

TABLE 15.—AVERAGE ANNUAL SALARIES OF ELEMENTARY TEACHERS IN 16 CITIES OF FROM 25,000 TO 100,000 POPULATION

City	Year	Average salary
1. Yonkers, N. Y.....	1912	\$835
2. Bayonne, N. J.....	1912	798
3. Somerville, Mass.....	1913	777
4. Springfield, Ill.....	1914	712
5. Lawrence, Mass.....	1913	706
6. Camden, N. J.....	1912	696
7. New Bedford, Mass.....	1911	682
8. Salem, Mass.....	1912	636
9. Springfield, O.....	1913	631
10. East St. Louis, Ill.....	1911	627
11. Wilkesbarre, Pa.....	1913	618
12. Madison, Wis.....	1912	587
13. Newport, R. I.....	1913	578
14. Newburgh, N. Y.....	1912	559
15. Warwick, R. I.....	1913	540
16. Nashua, N. H.....	1912	528

#### EDUCATIONAL PREPARATION

The educational preparation of the members of the teaching force is shown by the figures in Table 16.

TABLE 16.—EDUCATION OF TEACHERS OF ELEMENTARY AND HIGH SCHOOLS

Graduate of	Elementary	High	Total
No school.....	28	1	29
High school.....	46	7	53
Normal or training school.....	123	6	129
College.....	2	25	27
Total.....	199	39	238

Most of these teachers have supplemented their educational preparation by work taken in higher institutions of learning during the summer school sessions. Among the elementary teachers 119 have taken courses in institutions outside of Springfield while 80 have never had any training other than that offered by the local schools.

#### CHARACTERISTICS OF THE TEACHING FORCE

The detailed facts concerning the teachers of the city make a good showing with two exceptions. Too many of the Springfield teachers have an inadequate educational background and too large a proportion of them have been trained in the local schools. The most important single characteristic of this group of professional workers is that they are Springfield men and women. Most of them were born here, educated here, received their professional training here, work here, and plan to continue living here. Of every 10 teachers in the elementary schools, seven are graduates of the Springfield High School and six are graduates of the Teachers Training School.

As a body of teachers they impressed the members of the survey staff as being conscientious, well-bred, intelligent, and faithful. The only important criticism that can be brought against them,—and educationally it is an important one,—is that in training, methods, and ideals, they are far too uniform. Most of them are educated in the same schools, with the same methods and by the same teachers. For many years past the principals of the Training School and the critic teachers have themselves been graduates of the Springfield Training School. One-third of the teachers of the high school are themselves graduates of the Springfield High School.

The process by which the teaching force has been recruited for many years past may fairly be characterized as an inbreeding process. The young women who have passed through the local elementary, high, and training schools and entered the service of the city are in the main of thoroughly good ability, but they have been shaped in the same mould and they have emerged wonderfully uniform in methods and ideals. This is so true that the typical Springfield teacher may be described in terms that represent not merely mathematical averages but actually apply to a considerable proportion of the teaching force. This typical teacher has the following characteristics:

She is a young woman 29 years of age.  
She is a graduate of the Springfield elementary schools.  
She is a graduate of the Springfield High School.  
She is a graduate of the Springfield Training School.  
She has taught in Springfield seven years.  
She has never taught elsewhere.  
She has attended a summer school for one term.  
She has a first-grade certificate.  
She receives an \$800 salary.

In classroom methods and mannerisms these teachers resemble each other to a degree seldom found in a city of similar size. This was illustrated by a simple test. After the members of the survey staff had visited the Training School, they made it a practice in visiting the rooms in the other schools to say to the teacher, after having seen her conduct a recitation, "You are a graduate of the Training School," or "You are not a graduate of the Training School." In no single case did the visitor make a mistake in his decision.

#### THE TEACHERS TRAINING SCHOOL

The local training school has been in existence for 32 years. When it was founded the intention was to have a two-year course but after work was begun this was given up and a one-year course instituted. During its entire existence the ideals of the institution have been good and its work has been and is well conducted. It is, however, and if maintained must continue to be, too small and too purely local an institution to give its graduates the breadth of scholarship and the insight into the problems of education and society that the teachers of the city must have if the schools are to be the force that they should be in the city's civic and cultural development.

The city needs each year about 16 new teachers and for their training it cannot maintain a first-class normal school, yet it should not be satisfied with less than the best professional preparation for its teachers. The existence of the training school tends to keep out of the service well trained graduates of other institutions. This is shown by the fact that almost none of the elementary school teachers are graduates of other normal schools or colleges. Most of those who are not graduates of the local training school are not trained teachers at all and many of them are not even high school graduates. The serious feature of this

is that the city is paying sufficiently large salaries to secure highly trained teachers from the best institutions.

This situation is inevitable under present conditions. The girl who has gone through the high school and the training school expects the city to give her a job and the city feels obliged to do so. This implied obligation is so real that at present the practice is to pay the pupil-teacher who has finished her year's work a low salary and give her some work to do in the training school until a vacancy occurs. The present plan for a two-year course contemplates placing the second-year students on salary so as to compensate them for having to take a two-year course instead of the one-year only.

These tendencies are in the wrong direction and will sooner or later undermine the vigor and retard the progress of the school system. The schools in no way exist for the purpose of providing jobs for the Springfield girls and those who enter their service should do so on the same basis as those from other cities. They should go through a first-class normal school or college, prove their ability by successful experience elsewhere, and then return. The weakness of a small system that trains its own teachers is that since these teachers have all learned to do the same things in the same way, they do not profit through contact with each other. They have little to discuss in a professional way and slight opportunity for contact with new methods and different ideals, or the interchange of varied experiences. The Springfield schools are suffering from just these results of the policy of excluding outside ideas and experience and recruiting from within.

The remedy for this condition is to suspend the training school and to attract to the service of the city the best teachers from other localities, near and far. There is probably no other way in which the efficiency of the system can be more rapidly increased. The building could be utilized to exceptional advantage as an intermediate school.

#### SUPERVISION

The principals of the different schools have practically their entire time free for administrative and supervisory work. There are supervisors of drawing, music, and industrial and household arts. The superintendent does some supervisory work.

Expert, constructive supervision is the most potent force in

bettering classroom work and improving teachers in service. At its best it exerts a pressure on every one in the system to strive constantly to become stronger, more useful, and more efficient. In the opinion of the members of the survey staff the supervision in the Springfield schools is not securing in these directions anything like all that it should. This is not because of lack of ability on the part of the supervisory officers but rather because of the traditions of the system.

In the past the schools of the city have been almost independent district schools. Each has been in large measure sufficient unto itself and there has been but little co-ordination of work.

Something of this spirit has been transmitted to the individual teacher so that we have a system in which the local schools and the local principals are relatively independent of the superintendent and within each school the classroom teachers are more than usually independent of the principal. This condition is in many respects a healthy one. It produces far better results than are found in systems where there is too much supervision of the inspectorial sort. In this city, however, the teachers have not only been accorded a large measure of liberty as to what they should teach and the manner in which they should do it, but they have been given relatively little assistance in overcoming difficulties and but slight stimulation in improving the quality of their work. This is recognized by the teachers themselves. Several of them in talking to the members of the survey staff expressed regret that during their entire teaching experience in the city they never had received either criticism, commendation, or suggestion from any supervisory officer as to the methods they were employing or the results they were securing.

#### AN ASSISTANT SUPERINTENDENT NEEDED

The supervision of classroom instruction is the most essential and useful work of a superintendent. His highest value to the schools is found in the standards he sets for teaching and the means he employs in attaining those standards. No matter how complex, immediate, and difficult are the administrative demands of his office, the superintendent must subordinate these claims to securing steadily increasing efficiency in classroom work.

In order that he may be able to do this in Springfield, an as-

sistant superintendent should be employed to act as an educational expert for the school system. This man should have had the highest grade of professional education supplemented by successful practical experience. It should be his particular work to study the educational problems of the city, to check up the quality of the work of the teachers, and especially to give them constructive advice looking toward the betterment of their work. Such a man should be secured from outside the city and if possible from outside of the state so as to bring into the system and make available to it the experience and ideals that have demonstrated their practical value elsewhere. This assistant should give a large part of his time to classroom visitation and, if the right man is secured, he should be able to increase in large measure the returns that the city secures for the salaries it pays its teachers and principals.

#### SUMMARY

1. The teaching force consists of 238 teachers and principals. Of these, 199 are in elementary and 39 in high school.
2. They range in age from 19 to 71 years and the average age is about 30 years.
3. The teaching force is relatively stable, the average length of service in the schools of Springfield being seven years.
4. Salaries are relatively high, Springfield being fourth from the top in a comparison of average salaries of elementary teachers in 16 cities.
5. Of each 10 teachers in the elementary schools, seven are graduates of the Springfield High School and six are graduates of the Teachers Training School. Too large a proportion of them have been trained in the local schools.
6. The efficiency of the system can be greatly enhanced by suspending the Training School and attracting to the service of the city the best teachers from other localities.
7. An assistant superintendent of high professional education and successful experience should be employed to assist in classroom supervision.

## CHAPTER VII

### THE QUALITY OF CLASSROOM INSTRUCTION

The members of the survey staff endeavored to secure an accurate and sympathetic appreciation of the quality of the classroom work. To this end they visited every classroom in the city and heard each teacher conduct at least one recitation. These classroom visits covered work by the teachers in the high school, training school, and evening schools, as well as in the elementary schools. The work of the special teachers was also seen. The aim was to observe at least one recitation conducted by every teacher in the entire school system and this aim was realized with only such exceptions as were unavoidably caused by the absence of teachers at the time the visits were made.

The total number of classroom visits by the survey staff was 684, and 273 written reports on recitations were made by them. All of the members of the staff agree that in general the best teaching is done in the primary grades and that it tends to decrease in excellence in the upper grades, although there are many individual exceptions to both these generalizations.

The strongest feature of the work lies in the friendly and intimate relationship existing in the great majority of the classrooms between the pupils and the teachers. The least commendable general feature is that throughout the system there is far too little real teaching and much too much hearing of recitations in which the teachers question the pupils to discover how well they have mastered the lessons that have been assigned to them to learn.

#### TEACHERS DO TOO MUCH, PUPILS TOO LITTLE

The greatest temptation and the most besetting sin of teachers everywhere is to teach too much. Only the best of them escape it anywhere and few of them are free from it in this city. On the part of the pupils there is too little real studying and too little thinking. There is too much lesson getting and too much reciting.

When a teacher regularly assigns lessons and hears recitations, she is acting on a theory that she has not formulated but which is in essence that the art of teaching consists of transferring knowledge from where it is (in the book) to where it ought to be (in the pupil's head). To bring about this transfer she assigns a lesson to the children and after giving them time to learn it she questions them to discover how much they have transferred to their memories and how well. This kind of teaching is the commonest kind, here as elsewhere, but it is not the best kind.

The sort of teaching that is of the greatest value is the sort that teaches the children to think. This sort of teaching realizes that knowledge does not consist of facts but is the product of thinking and that before anyone can master and use it he must make it part of himself by thinking it. The work of the teacher is to make the pupils think by interesting them in problems and stimulating them to solve those problems by thinking them through.

When the members of the survey staff made their written reports on the recitations, they included some simple notes designed to indicate whether the teachers were mainly engaged in questioning pupils to find how well they remembered what they had studied in the books, or whether they were trying to help the children through observing, thinking, and discussing.

In the first place they noted whether it was the teacher or a pupil who was talking when the visitor entered. In seven rooms out of every 10 it was the teacher who was doing the talking while in the remaining three it was a pupil.

Similarly a record was made as to whether the recitation was predominantly one in which the teacher heard the pupils recite or whether she was attempting to stimulate them to think for themselves. In seven rooms out of each 10 the records show that in the judgment of the visitor the teacher was mainly engaged in hearing the pupils recite what they had learned in the book.

Another record made at each recitation related to the type of questioning mainly employed by the teacher. The results showed that in eight out of each ten rooms the observer judged that the questions were predominantly of such a nature that the pupils could answer them only by stating facts or giving definite information. In two out of each ten rooms the object of the questioning was mainly to get the pupils to describe or explain.

A fourth set of records related to the answers of the pupils and showed whether these mainly consisted of single words, of phrases,

or of sentences. These records show that the pupils in five rooms out of every ten answered mainly in single words, while in two cases they used phrases and in the remaining three the answers were mostly in complete sentences.

All of these records point in the same direction. They indicate that throughout the city the work of the teachers largely consists of hearing the pupils recite the lessons that they have studied in the textbooks. Such records as these would have little importance if they referred merely to the work of a few teachers in the conduct of a few recitations. In this case, however, they indicate characteristics of the work of all of the teachers and in hundreds of recitations. The kind of classroom work that has been described is no more prevalent in Springfield than it is in many other cities. It is not, however, the best sort of teaching and its general level of quality can be greatly improved.

Where the work of the teachers largely consists of hearing the pupils recite what they have studied in the textbooks, many of the questions are sure to be leading questions, for the teacher knows exactly what answer she expects the child to make. There is much of this sort of questioning in this city. For example, one of the principals in conducting a lesson on partial payments, asked questions as follows: "You will begin to pay interest from the beginning, won't you?" "If you can repay part, you will, won't you?" "Then you figure how much is left, don't you?" "At first you will owe \$1,000, won't you?" This kind of work is by no means rare but a still more common procedure is for the teacher to make statements omitting one word which the pupil supplies. In a geography lesson on South America one teacher said, "The pampas are full of \_\_\_\_\_. From palm trees they get \_\_\_\_\_. Near the coast the country is very \_\_\_\_\_, etc." These are not isolated cases but represent work of a kind that is common throughout the schools. It is not good teaching.

Another and even more serious condition arises from the limited educational and cultural preparation of many of the teachers. Because of this there is far too much incorrect English used by the teachers and considerable misinformation is given when the children ask even simple questions. In the high school two teachers repeatedly use the phrase, "It hain't." Among expressions used by teachers and noted in the reports on recitations are, "What was his feelings?" "These sort of things,"

"Will some one tell what they remember?" "It don't matter," and, "If it was me."

In one spelling class the teacher wrote "aigain," and in a music lesson the teacher wrote on the board the name of the selection as the "Bohemian Girl." One departmental teacher of geography explained that the British Isles are thickly populated because they have a warm climate and heavy rains which enable them to raise vast crops of grain which support the people. She further explained that they were the foremost nation in the weaving of woolen cloth because they support great herds of sheep. In another lesson the teacher asked, "Why have the British Isles become notorious?" and answered the question herself by saying, "Because they are the land-mass center of the world." Another departmental teacher of arithmetic spent nearly an entire period trying to get a class to correct an example that was already correctly worked.

It is probable that some of the errors noted were caused by the nervousness that may have resulted from the presence of the visitors, but most of them cannot be so explained. In the main they are attributable to a lack of adequate educational, professional, and cultural background on the part of some of the teachers.

The recitations on which the members of the survey staff made written reports were 273 in number and their distribution among the different subjects is shown in Table 17.

#### DISCIPLINE IS GOOD

Throughout the elementary schools the discipline is good. Almost everyone is interested and nearly all work hard. In making nearly 700 classroom visits no member of the survey staff witnessed one serious act of disorder. These conditions are due to the high level of personality among the teachers, the generally good home training of the pupils, and to the prevailing aim to secure order through interest rather than through coercion.

#### TESTS IN SPELLING

Spelling tests of 10 dictated words were given through the system in all of the grades from the second to the eighth inclusive. The words used in these tests were chosen from lists used by the Division of Education of the Russell Sage Foundation in an investigation that it is now conducting of the spelling ability of

TABLE 17.—RECITATIONS ON WHICH WRITTEN REPORTS WERE  
MADE BY MEMBERS OF THE SURVEY STAFF

Elementary schools		High School		Evening schools	
Subject	Recita-tions	Subject	Recita-tions	Subject	Recita-tions
Reading . . . . .	61	Algebra . . . . .	4	Manual training . . . . .	3
Arithmetic . . . . .	33	Latin . . . . .	4	Sewing . . . . .	2
Literature . . . . .	20	English . . . . .	3	Cooking . . . . .	2
Singing . . . . .	19	History . . . . .	3	Commercial arithmetic . . . . .	2
Spelling . . . . .	17	Civics . . . . .	2	Arithmetic . . . . .	2
Geography . . . . .	16	Grammar . . . . .	2	Spelling . . . . .	1
Hand work . . . . .	10	French . . . . .	2	Penmanship . . . . .	1
Writing . . . . .	9	Business arith-metic . . . . .	2	Reading . . . . .	1
Grammar . . . . .	8	Stenography . . . . .	2	Mechanical drawing . . . . .	1
Language . . . . .	7	Physics . . . . .	2		
History . . . . .	4	German . . . . .	1		
Story telling . . . . .	3	Geometry . . . . .	1		
Drawing . . . . .	2	Chemistry . . . . .	1		
Memory gems . . . . .	2	Biology . . . . .	1		
Nature study . . . . .	2	Literature . . . . .	1		
Domestic science . . . . .	2	Cooking . . . . .	1		
Manual training . . . . .	1	Millinery . . . . .	1		
Physiology . . . . .	1	Sewing . . . . .	1		
Composition . . . . .	1	Manual training . . . . .	1		
Phonics . . . . .	1	Lathe work . . . . .	1		
		Mechanical drawing . . . . .	1		
		Printing . . . . .	1		
		Free hand drawing . . . . .	1		
Total . . . . .	219		39		15

children in elementary schools. The Division has conducted studies to discover the 1,000 words most commonly used in writing and it has made these words into spelling lists with which children in nearly 100 American cities have been tested. From among these words 10 were chosen which this investigation has shown are on the average spelled correctly by 70 per cent of the children in the second grades of other cities. Similarly 10 words were chosen which children in the third grades of other cities spell on the average 70 per cent correctly. In the same way 10 words were chosen for each of the other elementary grades and in each case they were of such difficulty that on the average seven out of 10 children spell them correctly while three mis-

TABLE 18.—WORDS USED IN SPELLING TESTS. ON THE AVERAGE  
SEVEN CHILDREN OUT OF 10 IN THE SAME GRADES IN OTHER  
CITIES CAN SPELL THEM CORRECTLY

2nd grade	3rd grade	4th grade	5th grade	6th grade	7th grade	8th grade
foot	fill	forty	several	decide	district	petrified
get	point	rate	leaving	general	consideration	tariff
for	state	children	publish	manner	athletic	emergency
horse	ready	prison	o'clock	too	distinguish	corporation
cut	almost	title	running	automobile	evidence	convenience
well	high	getting	known	victim	conference	receipt
name	event	need	secure	hospital	amendment	cordially
room	done	throw	wait	neither	liquor	discussion
left	pass	feel	matter	toward	experience	appreciate
with	Tuesday	speak	flight	business	receive	decision

spell them. These lists of 10 words for each grade are shown in Table 18.

Results of these tests showed that in general the children of this city can spell as well as the children in other cities. Their spelling ability is neither greater nor less; it is precisely the average. In all 3,612 children were tested with words that children in other cities on the average spell 70 per cent correctly and the result was that the final average for the Springfield children was also 70 per cent. It was found, however, that there was variation in the results for the different grades and schools. The averages for the different grades of the city were as shown in Table 19.

TABLE 19.—PER CENT OF WORDS CORRECTLY SPELLED BY CHILDREN IN EACH GRADE IN 10 WORD SPELLING TESTS

Grade	Per cent correct
2.....	70
3.....	65
4.....	70
5.....	72
6.....	68
7.....	73
8.....	75
Total.....	70

The differences in results for the several schools were more marked. They ranged from 86 in the school making the best

record to 58 in the one making the poorest showing. These results are shown in Table 20.

TABLE 20.—PER CENT OF WORDS CORRECTLY SPELLED BY CHILDREN IN EACH SCHOOL IN 10 WORD SPELLING TESTS

School	Per cent correct
Hay.....	86
Lawrence.....	79
Stuart.....	77
Harvard Park (grades 2-5).....	75
Enos.....	74
Edwards.....	73
Training (grades 2-4).....	72
Feitshans.....	69
Dubois.....	68
Ridgely.....	68
Bunn.....	67
Lincoln.....	66
Converse.....	66
Matheny.....	66
Iles.....	64
McClerland.....	64
Douglas.....	64
Palmer.....	58
Total.....	70

#### TESTS OF HANDWRITING

Samples of handwriting were secured from all of the pupils of all of the fifth, sixth, seventh, and eighth grades. These were short dictation exercises taken from portions of the readers with which the pupils were familiar. These samples were 2,359 in number.

After being collected from the schools, they were sent to New York and each sample was rated by three competent judges in the offices of the Division of Education of the Russell Sage Foundation. The Ayres Handwriting Scale was used in making these ratings. This scale is a device for measuring the quality of children's handwriting in definite, quantitative terms. It consists of a long sheet of paper on which are reproduced samples of handwriting ranging from very poor to excellent and the samples are so selected that the step upwards in quality from the poorest writing to the next better one, the one above that, and so on, are all equal.

Some idea of how this scale is used may be gained from the illustration on this page which reproduces very small specimens of writing rated by this scale as of qualities ranging from 20 to 90. The original scale was developed from more than 18,000 careful measurements of the writing of pupils in the four upper

- 20 The great error in Ryle's composites
- 30 his of steed favorite been fact
- 40 The hair of the frightened pe
- 50 His school was a low builder
- 60 It is remarkable that t
- 70 At length he reached to a
- 80 As Ichabod jogge
- 90 of music was heard

**SAMPLES OF CHILDREN'S HANDWRITING RATED AS QUALITIES 20 TO 90 BY  
MEASURING SCALE**

grades of some 40 cities in all parts of the country.\* The average quality of writing for children of the upper elementary grades is that marked on the scale as quality 50.

\* A Scale for Measuring the Quality of Handwriting of School Children. Division of Education, Russell Sage Foundation, 1912.

The careful measurement of the quality of the 2,359 samples of writing of the Springfield schools showed that the average quality was 49.3 as compared with 50 for the other cities. This means that the writing of the children in the schools of this city is practically equal to the average found in other cities. The diagram

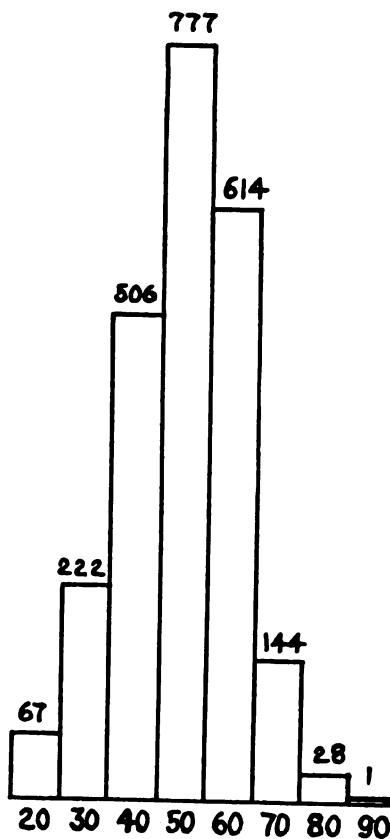


DIAGRAM 7.—COLUMNS REPRESENT NUMBER OF SAMPLES OF CHILDREN'S HANDWRITING RATED AS OF EACH QUALITY FROM 20 TO 90

on this page shows the number of samples of each quality from 20 (very poor) to 90 (excellent).

As in the case of the spelling tests, it was found that there was a considerable variation in the results for the different schools. Table 21 shows the average quality of writing for each school.

TABLE 21.—AVERAGE QUALITY OF HANDWRITING OF CHILDREN  
IN FOUR UPPER GRADES OF EACH SCHOOL

School	Average quality
Lawrence.....	56
Hay.....	56
Stuart.....	54
Matheny.....	53
Edwards.....	52
Feitshans.....	51
Harvard Park.....	51
Dubois.....	49
Enos.....	49
McClernand.....	49
Ridgely.....	49
Bunn.....	48
Iles.....	47
Lincoln.....	47
Douglas.....	44
Converse.....	42
Palmer.....	42
Total.....	49

#### TESTS IN ARITHMETIC

The Stone Tests in Arithmetic were given in the advanced divisions of the sixth grade throughout the city. These consist of a standard test in fundamental operations and another in reasoning, and records are available of the results obtained by applying them in 26 other school systems. The way in which these tests were selected, their purpose, content, and method of scoring, are explained in Dr. Stone's "Arithmetical Abilities and Some Factors Determining Them," Columbia University, Contributions to Education, Teachers College, Series No. 19.

The main purpose of the test in fundamentals is to determine the ability of sixth grade pupils in addition, subtraction, multiplication, and division. The purpose of the test in reasoning is to determine the ability of these children to reason in connection with practical arithmetical problems. In both tests the problems have been selected and arranged after careful trial and the scoring is weighted according to the degree of difficulty of the problems. The children were allowed exactly 12 minutes for the test in fundamentals and 15 minutes for the test in reasoning. In both cases the tests were purposely made too long for the

pupils to finish within the time set. After these tests were given in the Springfield schools, the papers were sent to New York and carefully scored in the offices of the Division of Education of the Russell Sage Foundation.

#### TEST IN FUNDAMENTALS

Fourteen examples were given to test the ability of the children in the fundamental arithmetical operations. These problems, together with the credits allowed in scoring each, are as follows:

#### ARITHMETIC—FUNDAMENTALS

Work as many of these problems as you have time for; work them in order as numbered:

	Credits
1. Add $\begin{array}{r} 2375 \\ 4052 \\ 6354 \\ 260 \\ 5041 \\ \hline 1543 \end{array}$	
2. Multiply $3265$ by $20$	4 in addition
3. Divide $3328$ by $64$	2 in multiplication
4. Add $\begin{array}{r} 596 \\ 428 \\ 94 \\ 75 \\ 302 \\ 645 \\ 984 \\ 897 \\ \hline \end{array}$	2 in div., 2 in mult., 1 in sub.
5. Multiply $768$ by $604$	3 in addition
6. Divide $1918962$ by $543$	3 in mult., 2 in addition
7. Add $\begin{array}{r} 4695 \\ 872 \\ 7948 \\ 6786 \\ 567 \\ 858 \\ 9447 \\ 7499 \\ \hline \end{array}$	4 in div., 4 in mult., 3 in sub.
8. Multiply $976$ by $87$	4 in addition
9. Divide $2782542$ by $679$	2 in mult., 4 in addition
10. Multiply $5489$ by $987^b$	4 in div., 4 in mult., 2 in sub.
11. Divide $5099941$ by $749$	4 in mult., 7 in addition
12. Multiply $876$ by $79$	4 in div., 4 in mult., 2 in sub.
13. Divide $62603256$ by $859$	2 in mult., 3 in addition
14. Multiply $96879$ by $890$	5 in div., 5 in mult., 4 in sub.
	3 in mult., 7 in addition

The total scores credited to the children were reduced to show the scores per each hundred children and in this way were made

comparable with the results secured by children in the 26 other school systems. This comparison of the results of the test in fundamentals shows that the Springfield children are somewhat above the average in the ability to perform the fundamental arithmetical operations. In general they work more rapidly and less accurately than the children of the other cities. The comparative results are shown in Table 22.

TABLE 22.—SCORE PER EACH 100 CHILDREN IN FUNDAMENTALS IN ARITHMETIC TESTS IN SPRINGFIELD AND IN 26 OTHER SCHOOL SYSTEMS

	Lowest	Middle	Highest	Spring-field	Spring-field's rank from top
Addition.....	771	1,171	1,376	1,330	3
Subtraction.....	159	360	547	375	12
Multiplication.....	641	1,113	1,433	1,214	9
Division.....	241	577	814	621	12
Accuracy.....	69	91	95	86	25
All processes.....	1,841	3,173	4,099	3,540	9

By referring to the last column of the table, it will be seen that the Springfield children made a distinctly high record in addition, the rank of this city being third from the top among the 27 cities for which results are considered. The work in subtraction and division is slightly above the average while that in multiplication is still better. In point of accuracy, the city makes a distinctly low record, ranking 25th among the 27 school systems. Taking all of these results together, it will be seen that Springfield ranks in ninth place among the 27 cities, or one-third of the way down from the top. This is a good showing and indicates that the children of the city compare favorably with those of other cities in their mastery of the fundamental operations in arithmetic.

#### TEST IN REASONING

The test in reasoning consisted of a series of 12 problems and the children were allowed 15 minutes to work on them. The test was purposely made longer than could be completed within the time allowed. In scoring the results a credit of one was given for each example where the reasoning was correct, even though

there were errors in the computation. Where the reasoning was partly right and partly wrong, a corresponding fractional credit was given and the mistake was counted in scoring accuracy. The problems given, together with the credits allowed, were as follows:

#### ARITHMETIC—REASONING

Solve as many of the following problems as you have time for; work them in order as numbered:

- |   | Credit |
|---|--------|
| 1. If you buy 2 tablets at 7 cents each and a book for 65 cents, how much change should you receive from a two-dollar bill?   | I      |
| 2. John sold 4 Saturday Evening Posts at 5 cents each. He kept half the money and with the other half he bought Sunday papers at 2 cents each. How many did he buy?   | I      |
| 3. If James had 4 times as much money as George, he would have \$16. How much money has George?   | I      |
| 4. How many pencils can you buy for 50 cents at the rate of 2 for 5 cents?  | I      |
| 5. The uniforms of a baseball nine cost \$2.50 each. The shoes cost \$2 a pair. What was the total cost of uniforms and shoes for the nine?   | I      |
| 6. In the school of a certain city there are 2,200 pupils; half are in primary grades; one-fourth in the grammar grades; one-eighth in the High School, and the rest in the night school. How many pupils are in the night school?                                | I.4    |
| 7. If $3\frac{1}{2}$ tons of coal cost \$21, what will $5\frac{1}{2}$ tons cost?  | I.2    |
| 8. A news dealer bought some magazines for \$1. He sold them for \$1.20, gaining 5 cents on each magazine. How many magazines were there?   | 1.6    |
| 9. A girl spent one-eighth of her money for car fare, and three times as much for clothes. Half of what she had left was 80 cents. How much money did she have at first?  | 2.0    |
| 10. Two girls receive \$2.10 for making buttonholes. One makes 42, the other 28. How shall they divide the money?   | 2.0    |
| 11. Mr. Brown paid one-third of the cost of a building; Mr. Johnson paid half the cost. Mr. Johnson received \$500 more annual rent than Mr. Brown. How much did each receive?  | 2.0    |
| 12. A freight train left Albany for New York at 6 o'clock. An express left on the same track at 8 o'clock. It went at the rate of 40 miles an hour. At what time of day will it overtake the freight train if the freight train stops after it has gone 56 miles? | 2.0    |

When the papers in the reasoning test were scored, it was found that the children had not made as good a showing in reasoning as they did in fundamentals. Instead of the Springfield schools being distinctly above the average as in the former test, in this they are distinctly below the average. The results were treated as before in such a way as to show the number of scores per 100 pupils and in this way the results were made comparable with those from the other systems. The final results of this comparison are shown in Table 23.

TABLE 23.—SCORE PER EACH 100 PUPILS IN REASONING IN ARITHMETIC IN SPRINGFIELD AND 26 OTHER SCHOOL SYSTEMS

	Lowest	Middle	Highest	Spring-field	Spring-field's rank from top
Reasoning.....	356	550	914	508	19
Accuracy.....	55	72	86	70	19

The figures in the last column of the table show in both the amount of work accomplished and the accuracy with which it was done the Springfield children rank in the 19th place among the 27 systems compared. That is to say, they are more than two-thirds of the way down the list.

#### COMPARATIVE STANDING OF DIFFERENT SCHOOLS

As in the tests in writing and spelling, it was found that there was a considerable variation in the standing of the different schools. By following the methods used in computing the results for the entire city, the comparative ranks of the different schools were found in fundamentals and in reasoning as well as in accuracy in fundamentals and accuracy in reasoning. These comparative ranks are shown in Table 24 in which the first four columns indicate the comparative ranking of each school in each test and the last column shows the final rank of the schools when all of the tests are considered together. The order in which the schools are named in the table indicates their final rank from highest to lowest. In general the tests in arithmetic show that the Springfield schools compare fairly well with those of other

cities in their arithmetic work but that better results should be secured in accuracy and in reasoning.

TABLE 24.—RANK OF SCHOOLS IN FOUR TESTS IN ARITHMETIC AND FINAL RANK IN ALL TESTS COMBINED

School	Fundamentals		Reasoning		Final score
	Accomplishment	Accuracy	Accomplishment	Accuracy	
Edwards.....	4	4	2	2	12
Hay.....	1	1	3	7	12
Lawrence.....	6	6	1	15	28
Lincoln.....	13	3	10	3	29
Stuart.....	7	2	8	13	30
Bunn.....	3	15	9	4	31
McClernand.....	14	5	5	8	32
Iles.....	2	10	4	16	32
Matheny.....	8	13	6	6	33
Ridgely.....	10	9	16	1	36
Enos.....	9	12	7	9	37
Fetshans.....	5	14	11	11	41
Converse.....	11	7	14	12	44
Palmer.....	12	16	12	5	45
Douglas.....	16	8	15	10	49
Dubois.....	15	11	13	14	53

#### SUMMARY

1. The members of the survey staff made 684 classroom visits of which 273 were for the purpose of observing teaching methods, and the remainder for noting details as to physical equipment or making humidity, ventilation, and illumination tests.
2. The strongest feature of the work is the free relationship between pupils and teachers. The weakest feature is that throughout the system there is too little real teaching and too much hearing of recitations.
3. In too large a proportion of the classrooms the work suffers from the inadequate professional, educational, and cultural preparation of the teachers.
4. Throughout the elementary schools the discipline is good.
5. Standard spelling tests in all grades from the second through the eighth indicate that in general the children spell as well as average children in other city school systems.
6. Measurement of the quality of handwriting of pupils in the

four upper grades shows that it is in general as good as that of children in the same grades in other cities.

7. Standard tests in arithmetic show that in Springfield children do work in fundamentals more rapidly but less accurately than average children in other cities. In reasoning their work is less rapid and less accurate than the average work in other cities.

## CHAPTER VIII

### THE COURSE OF STUDY

The course of study is so varied in character in its different parts that it is not possible to make valid general statements concerning it. In part it was inherited from courses used in the schools many years ago and in these portions it retains the rigid requirements of former times. In some sections it directs precisely which pages are to be taught from certain textbooks while in others it merely mentions topics and leaves the teacher free to find the material where she can. For some grades and subjects it carefully prescribes methods to be used and in others no mention of methods is made. In places time allotments are given and elsewhere there is none mentioned.

The reason for this prevailing condition of heterogeneity is that the old course of study, adopted many years ago, has from time to time been repaired and revamped but it has never been thoroughly revised. At the present time another reshaping of some parts of the course is well under way and this again is largely in the nature of a partial recasting of the old materials. These successive partial revisions have not greatly profited by the experience of the most successful and progressive school systems of other cities. They have kept the course from becoming dead but they have not succeeded in making it as live as it should be. It is greatly to the credit of the present superintendent that in the work of revision now going on the supervisors, principals, and teachers are all taking part. But it is not enough that the best experience within the system should be consulted. The results of the best thinking, the widest experience, and the most mature judgment of other cities, as crystallized in their courses of study and the published reports concerning them, should also be carefully considered with the object of producing the best possible course of study for Springfield.

The present course prescribes 15 subjects of which 12 are assigned for all grades from the first to eighth inclusive.

These 12 subjects are:

Reading	Penmanship
History	Physiology and hygiene
Language	Physical culture
Phonics	Drawing
Spelling	Singing
Arithmetic	Manual training

The three remaining subjects are literature and nature study, which are assigned for the first four grades, and geography which is taught in the six upper grades.

The course as published is only partially followed so that general statements regarding it would apply to what is printed rather than to what is actually happening in the classrooms. A careful study of the programs of the 31 third grades of the city shows that although the course of study prescribes 15 subjects for all of them, there are only six which appear on all of the programs. These are reading, arithmetic, geography, music, drawing, and industrial work. A similar study of the eighth grade programs shows only eight subjects appearing in all of them. This condition has advantages as well as disadvantages but it is one which must be kept in mind in discussing the course of study, for the important consideration is what is actually being taught rather than what the printed course calls for.

#### VARIATIONS IN TIME ALLOTMENT

Just as the prevailing lack of uniformity renders it impossible to make general statements about the course of study, so a similar condition maintains with respect to the time allotted to the different subjects in the several grades. There is no official time allotment for the city and so the teachers in each school determine for themselves the amount of time to be devoted in the daily program to each subject. This results in the widest variations in the amount of emphasis placed on different parts of the curriculum.

A careful study of the time allotments followed in the spring of 1914 in the 31 third grades of the city shows variations as follows:

Reading . . . . .	from 25 minutes to 60 minutes a day
Spelling . . . . .	" no " " 40 " "
Literature . . . . .	" no " " 25 " "
Writing . . . . .	" no " " 25 " "
Opening exercises . . . . .	" no " " 20 " "
Language . . . . .	" 10 " " 30 " "
Recess . . . . .	" 10 " " 40 " "
Dismissal . . . . .	" no " " 20 " "

The serious feature of this condition is that these variations are not the product of careful planning and serious thought but exist precisely because neither thought nor planning has been devoted to securing the best allotment of time. The existing variations are accidental and the Springfield principals have been unaware of their existence. They mean that the pupils' time, which is the most precious asset of the school, is being disposed of without due care and consideration. In subject after subject some schools are devoting two or three times as many hours per year as are other schools and they are doing this without basing their action on any good evidence. The serious importance of such a prodigal use of pupils' time becomes apparent when one remembers that the unprofitable use of 35 minutes a day through the elementary course means the loss of one school year from each child's educational life. The teachers, principals, and superintendent of the city should make a careful study of the time allotments in the best systems elsewhere and then decide how much time they will devote to each subject in each of the grades in Springfield. This time allotment should be used as a standard rather than as a requirement. Teachers should be permitted to depart from it whenever they can put forward a good reason for so doing but such departures should be based on carefully thought-out reasons and not on chance or caprice.

#### PRECIOUS TIME WASTED ON USELESS MATERIAL

The most serious defect of the present course of study, including some of the suggested revisions now under consideration, is that it makes thousands of children waste tens of thousands of precious hours in the laborious acquisition of facts for which they will never have any practical use. While the survey was under way the staff attempted to test the practical value of some of the subject matter taught to children in the elementary grades.

For this purpose short examinations were prepared from the material prescribed by the course of study and actually being taught in the upper grades in spelling, arithmetic, history, and geography. Through the co-operation of a woman prominent in social and intellectual circles of the city, 11 of the leading successful citizens were brought together one evening and asked to take these examinations. The object was to find out whether or not the material that the children of the upper grades were being taught was of the sort actually used by able men of affairs

in the conduct of their daily business. For carrying out the test the most prominent and successful citizens were purposely chosen and in making up the examinations the most difficult material was purposely selected. The result of these examinations in spelling, geography, arithmetic, and history of the fifth, sixth, and seventh grades was that no one of the men examined made a passing mark in any subject. The reason is that the material on which they were examined, and which the children in the schools are daily learning, is of a sort that is seldom or never met with in the business of even the most successful men engaged in commercial and professional pursuits. The gentlemen who submitted to the examination were the following:

- A state senator
- A former lieutenant-governor
- The president of a manufacturing concern
- The former superintendent of parks
- A banker
- A physician
- A merchant
- A lawyer
- A newspaper editor
- An efficiency engineer
- A clergyman

The test in spelling consisted of ten words taken from the spelling lists of the seventh grade. These words were as follows:

- |                  |                   |
|------------------|-------------------|
| 1. abutilon      | 6. reconnoissance |
| 2. bergamot      | 7. erysipelas     |
| 3. deutzia       | 8. mnemonics      |
| 4. daguerreotype | 9. trichinæ       |
| 5. paradigm      | 10. weigelia      |

Among the 11 men taking the examination, one spelled six of these words correctly. Three succeeded in spelling four words, two got three words right, one got two, three spelled one word correctly, and one failed on every word. It is not surprising that they failed so completely for no citizen in any ordinary walk of life needs to know how to spell these words. When the rare occasion arises that he needs to write one of them, he looks it up in the dictionary. These words and scores of words like them are studied in the classrooms as well as found in the spelling book.

The test described above was suggested by the experience of

the director of the survey who went into a sixth-grade room where an examination in spelling was being given. He took the test with the children. It consisted of 20 words and he failed on six of them. These six words are included in the 10 word list used in the examination of the business and professional men. Some of the children in the schools can spell these words correctly but while they are laboriously learning to do it, many of them are still unable to spell short and common words as "which," "separate," and "receive."

The test in geography was taken from the sixth-grade work as prescribed by the revised course of study and consisted of five questions which are all included as requisites in the new course. These questions are the following:

1. What is the distance in degrees from Portugal to the Ural Mountains?
2. How many miles long is South America?
3. Name the capital of Montenegro.
4. Locate the desert of Atacama.
5. Where is the Pamir Plateau?

One of the 11 men was able to answer the third question. All of the rest of them failed on all five questions.

The test in arithmetic was taken from the work of the sixth and seventh grades and consisted of five questions as follows:

1. Italy uses the time of 15 degrees East and Illinois that of 90 degrees West. When it is noon in Italy what time is it in Illinois?
2. How much pressure will you have to exert on the handles of a pair of shears 3 inches from the fulcrum in order to exert a pressure of 5 lbs. at a point 5 inches from the fulcrum?
3. What is the area of the base of a cylindrical gallon can 10 inches high?
4. Express 150 degrees Centigrade in terms of Fahrenheit.
5. If 2 liters of alcohol weigh 1.58 kilograms, what is the specific gravity of alcohol?

The results in arithmetic were more successful than those in geography. Three of the 11 men worked the first problem successfully, two got the correct answer to the second and third problems, one solved the fourth, and all failed on the fifth.

The examination in history asked for the identification of 10 dates as follows:

- |                     |                     |
|---------------------|---------------------|
| 1. 1000             | 6. 1818             |
| 2. 1607             | 7. 1846             |
| 3. 1638             | 8. April 14, 1861   |
| 4. 1763             | 9. 1873             |
| 5. October 17, 1781 | 10. September, 1901 |

Among the 11 men, one correctly identified the first date, two the second, none the third, three the fourth, one the fifth, ten the sixth, one the seventh, eight the eighth, one the ninth, and three the tenth. These 10 dates, which meant so little to these men, were selected from the 91 dates which the course lists as necessary to be learned by memory by all pupils with the note that the list may be lengthened to suit the needs of the individual teacher.

Such a series of tests as those described cannot finally and satisfactorily tell us just which portions of our courses of study are out of harmony with the practical requirements of modern life. Undoubtedly it would be possible to pick out details from almost any set of textbooks which could be converted into questions on which many able and successful adults would fail. Nevertheless it is believed that the tests conducted in Springfield do indicate symptoms of the greatest problem that the schools of this and other cities are facing. This problem is the lack of intimate relationship between the work of the schools and the work of the world.

Conditions in this city are no worse than in scores of other cities but they can be and should be far better than they are. School work needs to be real instead of artificial. When children work together in the solving of a problem or the making of a map their work is social and co-operative. When they are committing to memory the spelling of "weigelia," "trichinæ," and "paradigm," they are individual and exclusive. When they are making something material or abstract because they need it in their business, they are active and alert. When they are listening to recitations concerning the distance in degrees from Portugal to the Ural Mountains, they are mostly passive and inert. When they are learning or making something real that has an object behind and a result to come, they are energetic. When they listen to or watch or read something that is to them artificial, they are apa-

thetic. In all of these characteristics the children in our schools closely resemble us adults.

#### FREE TEXTBOOKS WILL HELP SOLVE PROBLEM

No small part of the responsibility for the subject matter now being taught is attributable to the textbooks used. Several of them are distinctly unsatisfactory and yet it is almost impossible to have them abandoned and new ones substituted. The reason for this is that, while the cost of school books is relatively light and constitutes but a small proportion of the total cost of education, it falls directly on the parents instead of being paid from the general taxes and so it is made to seem of extraordinary importance. The adoption of new textbooks means an immediate and direct expenditure by thousands of parents and this is always actively and generally successfully opposed.

The result is that the schools are still using textbooks which should long since have been abandoned. All of the worry, annoyance, and petty politics that have characterized attempts to change textbooks can be avoided by adopting the free textbook policy for the city. Textbooks have been furnished free by Philadelphia for almost a century and by many cities for almost half a century. They are provided for by compulsory law throughout 12 states and are supplied in portions of 15 other states.

Since the system applies to perhaps half of the school children of the country, it is in no sense experimental. In no case where free textbooks have been adopted is there any record of a movement looking toward the repeal of the system. In every state where they are supplied, the state superintendent testifies that the system increases the efficiency of the teaching in the schools. Free textbooks tend to prolong the school life of the child, make the adoption of new texts easier, facilitate uniformity, and increase the promptness with which schools begin work in the fall. They result in a larger proportion of the children going on to high school. Finally, schoolbooks bought by the community cost the community about 20 per cent less than when bought by individuals. For all of these reasons it is strongly recommended that Springfield take her place among the cities that furnish textbooks free throughout the public schools. If the system is installed, the cost will amount annually to from \$1.00 to \$1.50 per pupil. Under the free textbook plan this will be met from the taxes instead of being paid directly by the parents.

#### SUMMARY

1. The course of study in its present form is the product of a number of partial revisions of a course in use many years ago. In parts it is rigid and behind the times, while in other parts it is modern and progressive. It is not closely followed in the schools.
2. The time devoted to each subject varies so widely in the different schools that no general study of the time allotment is possible.
3. A new course of study and time allotment should be developed and in this work the best experience of the most progressive school systems should be utilized.
4. Tests of the existing course show that it includes much material that is so artificial and unrelated to the needs of real life that it should be abandoned and more useful matter substituted.
5. The city should adopt the policy of supplying textbooks free. This promotes educational efficiency, facilitates uniformity, and reduces expense to the community.

## CHAPTER IX

### FINANCIAL ADMINISTRATION

Public education can be bought and paid for. The perpetual problem of any city is how many of its children is it willing to educate and how well. Within limits that have never yet been reached, each city may secure for its children as much and as good education as it is able and willing to pay for. How much and how good education the children actually get depends on two factors. The first is how much money the city spends and the second is whether or not it uses each dollar so as to get the best and largest educational returns.

In other portions of this report an endeavor has been made to measure some of the returns received by the city on its educational investment. In this section comparisons are made to discover how the school expenditures of Springfield compare with those of other cities similar in size in order to find out whether this city is paying more or less than the others for the education of each child and for different educational purposes.

Springfield spends on its public schools each year about one-third of a million dollars. This money comes in the main from two sources—local taxes and state funds. Of every dollar received, approximately 91 cents comes from local taxes and the remaining nine cents from the state. In collecting and expending the local funds the board of education has large liberty of action. It decides each year how large the tax rate for school support shall be and it has full power in determining the size of the levy so long as it does not take for each \$100 worth of assessed valuation more than \$1.50 for educational purposes or more than \$1.50 for building purposes. It can spend the money so secured as it sees fit except that it cannot acquire new sites or build new buildings until it has been authorized to do so by a referendum vote of the people.

At the present time the assessed valuation of property in Springfield is one-third of the real valuation. This means that in actual fact the board of education can take each year from each \$100

worth of property \$1.00 for the support of the public schools. Of this \$1.00 it may spend 50 cents for educational purposes and the remaining 50 cents for building purposes.

In point of fact the board takes each year the full 50 cents for educational purposes and finds it scarcely enough to pay salaries and meet the running expenses of the schools. It does not, however, take for building purposes all that the law allows. Instead of asking for the full 50 cents that is permitted, it actually takes for building purposes and the payment of bonds only 15 cents. It does this through levying 37 cents for the building fund and eight cents for the payment of bonds, or a total of 45 cents on each \$100 of assessed valuation, which is equal to 15 cents on each \$100 worth of real valuation.

#### CURRENT EXPENSES AND PERMANENT INVESTMENT

The intent of the state law which separates the educational fund from the building fund was to draw a clear distinction between the funds that are used for running expenses—such as the

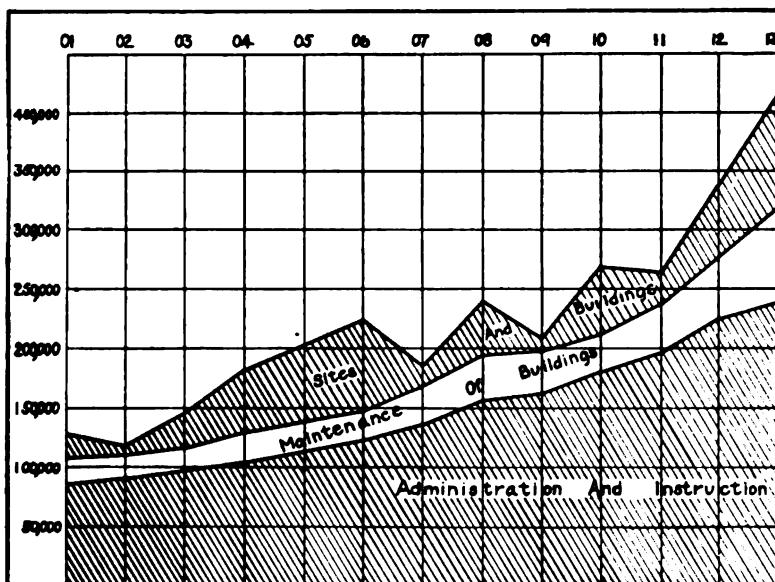


DIAGRAM 8.—AMOUNT EXPENDED FOR ADMINISTRATION AND INSTRUCTION, FOR MAINTENANCE OF BUILDINGS, AND FOR SITES AND NEW BUILDINGS, FROM 1901 TO 1913

payment of salaries, the purchase of supplies, the support of the administrative offices, and so forth—and the funds which are expended for sites and buildings and so represent a permanent investment. Each year the amount expended for educational purposes increases with the growth of population and the steadily advancing cost of education. The funds expended for building purposes on the other hand vary sharply from year to year, depending on whether or not new buildings are constructed or extensive alterations are made. These increases and fluctuations in the amount of the two funds for the past 13 years are shown in Diagram 8 in which expenditures for administration and instruction and the maintenance of buildings represent disbursements from the educational fund while expenditures for sites and buildings represent disbursements from the building fund.

#### HOW SPRINGFIELD COMPARES WITH OTHER CITIES

A comparison has been made of the school expenditures of Springfield with those of 10 other cities most nearly of the same population in 1912.

City	Population in 1912
Malden, Mass.	46,805
New Britain, Ct.	47,430
Rockford, Ill.	49,491
Canton, O.	54,000
Pawtucket, R. I.	54,391
<b>Springfield, Ill.</b>	<b>54,979</b>
Charleston, S. C.	59,509
Holyoke, Mass.	60,418
Bayonne, N. J.	60,649
South Bend, Ind.	61,296
East St. Louis, Ill.	64,296

#### PER CAPITA WEALTH

These cities vary greatly in wealth, the largest amount of property per capita being found in Rockford while at the other end of the list Charleston and East St. Louis have only a little more than half as much property per person. In this comparison Springfield takes fifth place with a per capita wealth a little above the average. How the 11 cities compare in per capita wealth, together with the amount of property per inhabitant, is shown in Diagram 9.

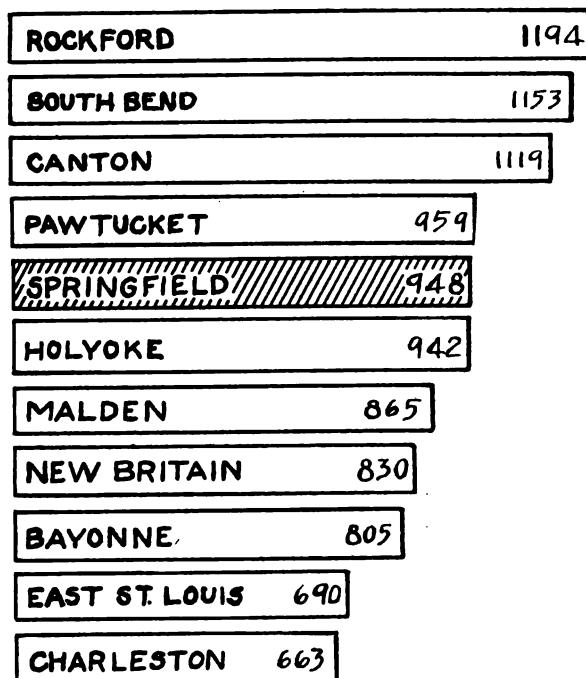


DIAGRAM 9.—PER CAPITA WEALTH IN 11 CITIES IN 1912

## EXPENDITURES FOR CITY GOVERNMENT AND SCHOOLS

Each of these cities spends each year from \$15 to \$30 per inhabitant to meet the cost of municipal government. This expenditure is highest in Holyoke and lowest in Charleston. Something like one-fifth of the money expended for city government is used to meet the running expenses of the public schools although this proportion varies from more than one-fourth to less than one-seventh. Springfield is somewhat wealthier than the average city of this group, but it spends less than the average amount on its city government and ranks a little above the middle in its expenditures for the support of education. The amount spent by each city for municipal government and for the support of schools is shown in Diagram 10. The figures on which this comparison is based are taken from the report of the United States Census on Financial Statistics of Cities Having a Population of Over 30,000: 1912.

### PER CAPITA COSTS IN HIGH AND ELEMENTARY SCHOOLS

The annual cost of educating one pupil in the high school is often more than twice as great as the annual cost of educating one pupil in the elementary school. For this reason the per capita costs in the high schools and the elementary schools of the 11 cities under consideration have been separately computed. Moreover, since the major portion of the expense of education consists of salaries paid to teachers, a separate accounting has

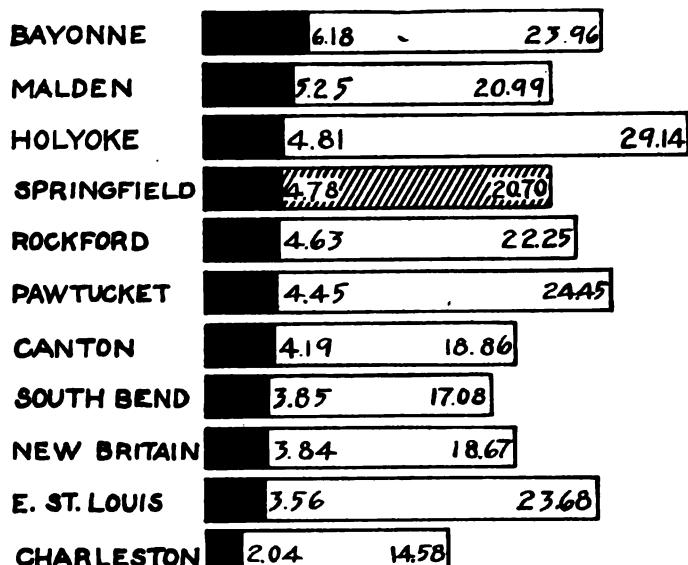


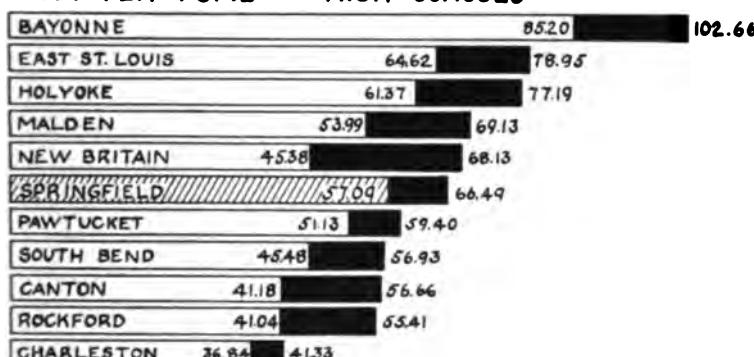
DIAGRAM 10.—BARS INDICATE ANNUAL EXPENDITURES PER INHABITANT FOR MUNICIPAL GOVERNMENT, AND BLACK PORTIONS SHOW PER CAPITA EXPENDITURES FOR RUNNING EXPENSES OF SCHOOLS IN EACH OF 11 CITIES IN 1912

been made of the cost of instruction and the expense for other purposes in each kind of school in each city. These comparisons are shown in Diagram 11 in which the upper portion shows the annual per capita expenditures for high schools and the lower portion those for elementary schools. It will be noted that Springfield occupies the middle position in the high school comparison, five of the other cities paying more each year for the schooling of each high school student, and five of them paying less.

Relatively speaking, elementary schooling in Springfield is

more expensive than the education given in the high school. Among the 11 cities Springfield is the third from the top in the per capita cost of elementary schooling and very nearly takes first rank in the expense for instruction alone. These high figures are caused by the small classes and relatively generous salaries prevailing in Springfield. The figures for this compari-

#### COST PER PUPIL — HIGH SCHOOLS



#### COST PER PUPIL — ELEMENTARY

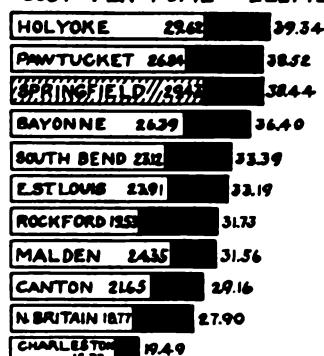


DIAGRAM II.—BARS INDICATE ANNUAL EXPENDITURES FOR RUNNING EXPENSES FOR EACH CHILD IN AVERAGE ATTENDANCE IN DAY HIGH AND ELEMENTARY SCHOOLS IN 11 CITIES IN 1911-12. PORTION IN OUTLINE REPRESENTS EXPENDITURES FOR INSTRUCTION AND THAT IN SOLID BLACK OTHER EXPENSES

son are taken from the report of the United States Commissioner of Education for 1912 for the other 10 cities, and from the Springfield accounts for 1913.

### RECEIPTS AND EXPENDITURES IN DETAIL

Although most of the funds come from two sources—state grants and local taxes—and the greater part of them is expended in the payment of teachers' salaries, nevertheless small amounts of money are received from several sources and a detailed accounting of expenditures shows that disbursements fall into many classes. This is shown by the figures giving receipts and expenditures for the school year 1912-1913. These figures are presented in Table 25.

#### EXPENSE FOR SUPERVISION, MAINTENANCE AND OPERATION

If we compute for Springfield and the other 10 cities the amount spent annually for each child in average attendance in

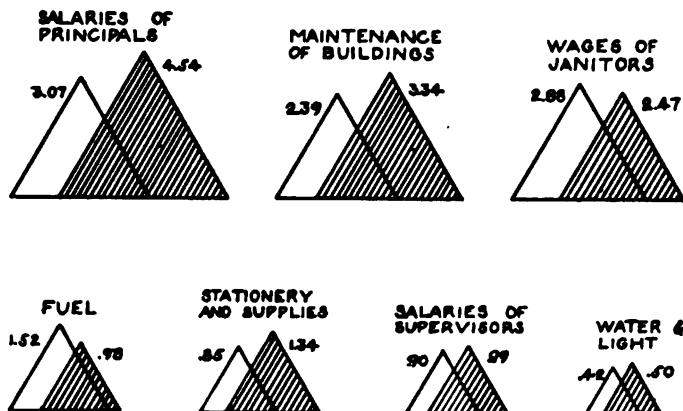


DIAGRAM 12.—SHADED TRIANGLES REPRESENT AVERAGE ANNUAL PER CAPITA EXPENSE FOR EACH CHILD IN AVERAGE ATTENDANCE IN THE DAY SCHOOLS OF SPRINGFIELD, AND TRIANGLES IN OUTLINE REPRESENT CORRESPONDING EXPENDITURES FOR THE AVERAGE OF 10 OTHER CITIES IN 1911-12

day schools for purposes other than instruction, we have a basis whereby we may compare the amount of these expenses in this city with that in the average of the other 10 cities. The results of such a comparison are shown in Diagram 12 in which the annual per capita expense for each child in average attendance in the day schools in the average city is shown by the triangle in outline, while the corresponding expense in Springfield is shown by the shaded triangle. This comparison shows that Spring-

TABLE 25.—RECEIPTS AND PAYMENTS, 1912-13

<b>Receipts</b>		
State school fund.....	..	\$17,414.19
General property taxes.....	..	314,788.96
Rent and interest.....	..	4,176.84
Tuition fees.....	..	2,538.50
Sales of property.....	..	2,807.40
Sales of equipment.....	..	297.28
Balance at beginning of year.....	..	264,597.87
<b>Total.....</b>	..	<b>\$606,621.04</b>
<b>Payments</b>		
<b>General control</b>		
Board of Education office.....	\$2,353.68	..
School elections.....	40.00	..
Finance accounts.....	720.00	..
Legal services.....	1,295.50	..
Operation of office building.....	730.00	..
Office of superintendent.....	3,000.00	..
Compulsory education.....	1,000.00	..
<b>Instruction</b>		
Salaries of supervisors.....	6,550.00	..
Salaries of principals.....	30,177.25	..
Salaries of teachers.....	169,012.99	..
Textbooks.....	325.00	..
Stationery and supplies.....	8,914.90	..
Other expenses.....	3,807.25	..
<b>Operation of plant</b>		
Wages of janitors.....	16,420.91	..
Fuel.....	6,519.37	..
Water.....	2,046.08	..
Light and power.....	1,268.05	..
Janitors' supplies.....	1,050.00	..
<b>Maintenance of plant</b>		
Repair of buildings and care of grounds.....	16,276.98	..
Repair and replacement of equipment.....	5,346.11	..
Insurance.....	533.10	..
<b>Auxiliary agencies</b>		
Libraries.....	850.00	..
Promotion of health.....	1,434.00	..
<b>Miscellaneous</b>		
Rent.....	120.00	..
<b>Permanent outlays</b>		
Land.....	9,249.80	..
New buildings.....	85,527.91	..
Alteration of old buildings.....	20,000.00	..
New equipment of new and old buildings.....	2,963.61	..
<b>Other payments</b>		
Redemption of bonds.....	10,500.00	..
Payments of interest.....	6,663.75	..
<b>Total.....</b>	<b>\$414,696.24</b>	..
Balance at end of year.....	191,924.80	..
<b>Grand total.....</b>	<b>\$606,621.04</b>	

field pays more than the average city in five of the seven classes of expenditures compared and less in the other two. The per capita cost in Springfield is much greater than the average for salaries of principals, considerably larger for maintenance of buildings and the purchase of stationery and supplies, and somewhat above the average for salaries of supervisors and the purchase of water and light. On the other hand, Springfield pays less than the average for fuel.

#### HANDLING OF FUNDS

The system of collection and disbursement of funds is efficient in that it provides every reasonable safeguard and secures an

**TABLE 26.—BALANCE OF SCHOOL FUNDS HELD BY THE COUNTY TREASURER ON THE FIRST DAY OF EACH MONTH FROM APRIL 1, 1912, TO MARCH 1, 1914, INCLUSIVE**

	1912	1913	1914
February.....	..	\$9,298.39	\$9,822.88
March.....	\$35,640.92	61,919.74	33,924.56
April.....	39,376.05	49,443.14	..
May.....	60,894.42	89,261.07	..
June.....	28,452.11	79,816.42	..
July.....	27,190.73	78,584.66	..
August.....	18,063.19	85,600.06	..
September.....	19,570.60	59,105.64	..
October.....	39,570.60	65,912.55	..
November.....	48,674.09	50,912.55	..
Average.....	\$35,270.30	\$62,985.42	\$21,873.72

accurate accounting. It is deficient in that the board does not secure its own money as soon as it has been collected. The county treasurer gathers the school taxes and turns them over to the treasurer of the board of education but he does not turn them all over as soon as he collects them. What he does is to turn over to the treasurer of the board from time to time lump sums which are nearly always considerably less than the total amount of school taxes that he has on hand. This system is vicious in principle and results in the board losing the interest on part of its funds for considerable periods of time. At the end of each month every dollar of school monies collected during the month

should be delivered to the treasurer of the board. The money belongs to the board and it should be handed over to it as soon as it is available. In general the county treasurer keeps in his possession about \$50,000 of the money belonging to the board of education. During the past two years the monthly balance of school funds remaining in his hands on the first of every month ranged from \$9,000 to \$85,000. These balances are shown in Table 26.

#### BONDING FOR BUILDING

Up to within two years ago the school district was practically free from debt and the expense of constructing new schools was met from the building fund. According to law, the tax rate for buildings may run as high as \$1.50 for each hundred dollars of assessed valuation which would produce in Springfield about \$270,000 a year. The rate actually assessed was 55 cents on each hundred dollars assessed valuation which brought in about \$100,000 a year and is ample to meet the needs of the city in replacing and increasing its school plant. At that time the board of education decided to reduce the tax rate and borrow the money to build the new Palmer and Lincoln schools instead of paying for them out of current taxes. It is hard to justify this action on any grounds of prudent financing. It seems to have benefited nobody except the bankers who handled the funds and as the proceeds of the bond issue were left intact for many months, the benefit to the banks was very considerable. School funds should be administered for the benefit of the citizens and not of the bankers and in the case of Springfield the wisest administration demands that school buildings be erected from current funds instead of the expense being shouldered on to the future by the issuance of bonds. Diagram 13 shows the result of issuing 20-year bonds at four per cent for the erection of a school such as the new Palmer or the new Lincoln which cost \$75,000 if paid for at once but \$106,000 when paid for by such a bond issue.

Bonding is justifiable where it cannot be avoided, but in Springfield the current income from taxes if rightly administered is ample for the purpose. If anyone could foresee a time when the city would complete the development of its school system and get through with building new buildings, it might be wise to spread the payments for the last few buildings over a series of years. This situation does not exist in Springfield. One quarter of the city's school buildings are from 25 to 30 years old and they will have to be replaced within the next quarter

of a century just as certainly as the buildings that are now 50 years old can no longer be used. Moreover, the child population of the city is growing at a rate which calls for approximately five new school rooms each year and this increase alone means that a new school building will be required about every three years.

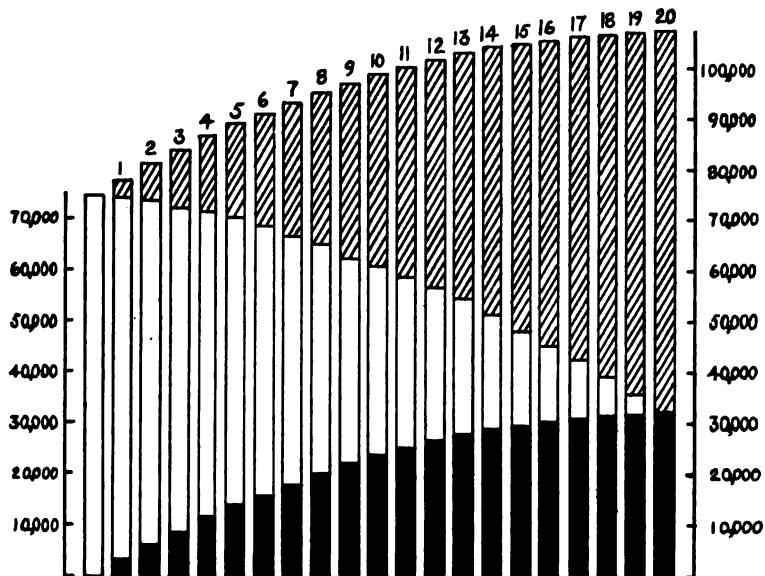


DIAGRAM 13.—COLUMNS REPRESENT MONEY TRANSACTIONS INVOLVED IN PAYING FOR A \$75,000 SCHOOL BUILDING BY ISSUING 20-YEAR FOUR PER CENT BONDS

The Portion in Outline Represents Money Secured from Bond Issue, Portion in Black Shows Interest Paid, and Shaded Portion Shows Money Paid Back to Amortize Bonds. At the End of 20 Years the \$75,000 Building Has Cost City Over \$106,000

All of these facts indicate that unless the board is to find itself intolerably burdened with debt in the future it must hold fast to the policy of paying as it goes now. It is a popular theory that future generations will benefit by the permanent improvements that we make now but in the main this theory is fallacious. Posterity will not benefit by our permanent improvements much more than we benefit by the permanent improvements of our forefathers. Most of the public improvements in this city or elsewhere made as much as 30 years ago are now so out of date that we are thinking of replacing them. A public bond issue is not merely a debt to be paid but dangerously near to a perpetual tax. In making permanent improvements by issuing bonds, we are not lending to posterity but borrowing from it.

**It is greatly to be hoped that Springfield will restore the former tax rate for building purposes, stop issuing bonds, and amortize the present ones without becoming more deeply involved.**

When the board takes this matter under consideration, it would also do well to consider submitting to a vote of the people a moderate advance in the tax rate for educational purposes. At present the money gathered into the educational fund is no more than sufficient to meet current salaries and other expenses. Several of the most needed improvements in the work of the schools contemplate the employment of additional people and these changes cannot readily be effected unless the amount of assessed valuation in the city be increased or the tax rate for the educational fund be made larger.

#### SUMMARY

1. Springfield spends on its schools about one-third of a million dollars each year, more than 90 per cent of which comes from local taxes.
2. The board of education fixes the tax rate for schools within limits imposed by the law.
3. As compared with other cities of similar size, Springfield is somewhat wealthier than the average, spends less than the average amount on city government and ranks a little above the average in its expenditures for education.
4. This city spends as much as the average city of similar size for each high school pupil and more than the average amount for each elementary pupil.
5. The per capita cost in this city is more than in the average city for salaries of principals, maintenance of buildings, purchase of stationery and supplies, salaries of supervisors, and the purchase of water and light. It is less than in the average city for the salaries of janitors and the purchase of fuel.
6. The system of collection and disbursement of funds is accurate and safe. It is deficient in that there is undue delay between the collection of tax money and its delivery to the board of education by the county treasurer.
7. It is strongly recommended that Springfield will abandon the unnecessary practice of issuing bonds for the erection of school buildings.
8. The board would do well to submit to a vote of the people a moderate advance in the tax rate for educational purposes.

## CHAPTER X

### MEDICAL INSPECTION

Medical inspection is carried on in the Springfield schools by one nurse who is employed by the Board of Education and given the title of Supervisor of Health. Her work in the schools consists of inspecting the children in each room for symptoms of contagious disease and during the same visit making partial physical examinations for the detection of removable defects that might handicap the children either physically or mentally. Each school is provided with an emergency medicine cabinet and each room has a card index file case for keeping the records of the physical examinations. The physical examinations consist in the main of a careful but rapid search for symptoms of adenoid growth, enlarged tonsils, decayed teeth, and eye defects. To assist in testing the vision of the children each school is provided with a set of Snellen test cards.

An attempt is made to visit all of the schools three times each year and considerable time and attention are devoted to visits to parents in order to secure their co-operation in providing medical attention for the children needing it. The nurse makes a daily report of what she has done and each month she combines these in a more formal summary report to the superintendent.

The only serious criticism of this work is that it does not go far enough. As it is conducted it is worth many times what it costs but it should be regarded merely as a beginning. The present nurse is entirely competent and thoroughly devoted to her work but it is impossible for one person to do thoroughly the amount of work that she is attempting. Springfield, with nearly 7,000 children in its public schools, should have the full-time services of at least two and preferably three nurses and in addition the half-time service of a physician.

Many hundreds of thousands of school children have been given careful physical examinations in cities throughout this country as well as in the different countries of Europe. This work has been going on for many years and the results show about what

may be expected in different sorts of communities. Judging from conditions found in the better class of resident cities in the United States, it is probable that among the 7,000 children in the public schools of Springfield physical defects exist about as follows:

50 per cent, or 3,500, have seriously defective teeth.

15 per cent, or 1,050, have or have had obstructed nasal breathing.

10 per cent, or 700, have vision defective enough to require glasses.

5 per cent, or 350, have seriously defective hearing.

2 per cent of the boys, or about 70, and  $\frac{1}{2}$  per cent of the girls, or about 18, stutter or have other speech defects.

This list might be extended almost indefinitely but the foregoing is sufficient to indicate the large scope of the work which should be done for the conservation of health and the promotion of vitality among the school children of Springfield. It is because this work is so extensive and so important that at least one additional nurse and the half-time services of a competent physician should be secured to supplement the good work that is already under way.

Probably the most satisfactory way to secure the services of a competent physician would be to have the board of education co-operate with the board of health of the city in employing a municipal physician. Half of his time could be devoted to his duties as school physician and half of his salary paid by the board of education. Such an arrangement would make possible the employment of a first-class man and would materially raise the level of hygiene and sanitation throughout the city.

#### VACCINATION

For many years vaccination has been neglected in the city and it is not now required as a prerequisite to enrollment in the public schools. The result is that nearly three-fourths of the children are not vaccinated and the proportion is growing year by year. A census taken in the public schools in February, 1914, disclosed conditions with respect to vaccination as shown in Table 27.

This condition constitutes a danger which could be avoided by making vaccination a prerequisite to enrollment in the public schools.

#### DENTAL CLINIC

A school dental clinic is maintained in connection with the offices of the board of education. It is now in its third year and

is thoroughly successful. The room and equipment are provided by the board of education and the work is done by 25 local dentists who have volunteered their services. The clinic is open on Tuesday and Friday afternoons from 1:30 to 4:30 and each of the dentists serves three times during the school year. The school nurse is present while the work is going on and assists the dentist. The children who are having their teeth cared for are excused from their school work for the afternoon.

TABLE 27.—CHILDREN VACCINATED AND NUMBER AND PER CENT NOT VACCINATED IN THE PUBLIC SCHOOLS IN FEBRUARY, 1914

Grade	Vaccinated	Not vaccinated	Per cent not vaccinated
1.....	88	909	91
2.....	139	705	84
3.....	168	836	83
4.....	165	730	82
5.....	233	603	72
6.....	265	467	64
7.....	321	269	46
8.....	281	147	34
Total elementary.....	1,660	4,666	74
High School.....	735	188	20

The children who receive free treatment are those who, because of family conditions, are unable to have the work performed by the family dentist. The work of the clinic is a distinct success and the community owes a debt of gratitude to the dentists who have so generously contributed their services. The work might be rendered even more effective by confining it in the main to preventive work on younger children. When teeth have become seriously decayed through continued neglect, efforts at remedying conditions are difficult and not very effective. By centering the efforts on preventive treatment among younger children and then attempting to keep all of the children's teeth in good condition during the entire school life, it would soon be found that the available efforts were sufficient to deal with the entire problem. This result can never be obtained where a large part of the work is devoted to repairing teeth that have been

allowed to get into a serious condition. Dental work is pre-eminently a field where prevention is better, cheaper, and more effective than cure.

Arrangements are now being made with oculists of the city for an eye clinic similar in principle to the dental clinic. There is every indication that these efforts will be crowned with success and should redound greatly to the benefit of the children.

#### CLASSES FOR EXCEPTIONAL CHILDREN

There are at least three types of exceptional children for whom provision should be made. The first class consists of children



PART OF THE EQUIPMENT OF THE DENTAL CLINIC

who are below normal in growth and nutrition and for whom open air classes are needed. Such classes are in successful operation in more than 40 cities and have repeatedly demonstrated their ability to take weak, anæmic, and sickly children and convert them within a comparatively short time into strong, healthy and normal children. There are many children in the local schools who are of the type that are promptly benefited by open air classes.

The second sort of exceptional child is the one who is below mentally. Probably something like 1.5 per cent of the children in the city schools are so backward in their work that they cannot

properly be cared for in the regular classes. For these children special ungraded classes taught by exceptionally well qualified teachers should be established. Included in this number of backward children there is a smaller number of feeble-minded children who should not be in the public schools at all but should be cared for in state institutions. The establishment of special classes for the backward child would result in locating these feeble-minded children and would make it possible to segregate them.

The third type of exceptional children for whom special classes are needed is made up of those having speech defects. These children seem to be unusually numerous in Springfield and probably number from 150 to 200. Most of them are stutterers, more than three-fourths of whom could be cured by a few months of special teaching. These children do not need to be taught entirely in separate classes but they should receive special instruction each day from a well-qualified teacher who has had special training in this work. Such children present special problems to which parents and teachers give far too little attention. Unless something is done to help them, their affliction is apt to become incurable and while they are normal in other respects, they are almost barred from securing employment in most of the more desirable kinds of work.

#### SUMMARY

1. Medical inspection is carried on by one nurse. The work accomplished is well done but it is impossible for one person to do thoroughly the amount of work that she is attempting.
2. Two nurses should be employed and the half-time services of a physician secured. This could be best arranged by having the board of education co-operate with the board of health in employing a municipal physician, half of whose time could be devoted to work in the schools.
3. Nearly three-fourths of the children are not vaccinated. Vaccination should be required as a prerequisite to entrance into the public schools.
4. A most successful school dental clinic is maintained.
5. Arrangements for the establishment of an eye clinic are under way.
6. Special ungraded classes should be organized for exceptional children. A beginning should be made by establishing open air classes, classes for the mentally slow, and classes for those having speech defects.

## CHAPTER XI

### THE HIGH SCHOOL

The Springfield High School has 883 pupils in average attendance of whom 52 come from outside of the school district. The school is growing at the rate of about 50 pupils per year. During the past five years the average attendance has been as follows:

1910.....	674
1911.....	742
1912.....	789
1913.....	804
1914.....	883

There is every indication that the school will continue to grow and will do so even more rapidly in the future than in the past. This constitutes one of the most serious problems to be dealt with in plans for the future of the school. The distribution of boys and girls in the four classes of the school as shown by the average attendance figures for March, 1914, is presented in Table 28.

TABLE 28.—BOYS AND GIRLS BY CLASSES IN THE HIGH SCHOOL

Class	Boys	Girls	Total
I.....	151	166	317
II.....	109	143	252
III.....	72	89	161
IV.....	66	87	153
Total.....	398	485	883

Two factors of the data presented in Table 28 are particularly significant. The first is that there are many more girls than boys in the high school. For every six girls there are only five boys. In the entire school there are almost 100 less boys than girls. The second important condition revealed by the figures is that the highest class is composed of less than half as many pupils

as the entering class and that most of this great falling off takes place in the first year or two. This shows that the Springfield High School, like most other high schools, loses a large proportion of its children during the first year and another large proportion during the second year. Those who are able to survive the first two years are apt to stay to the end and graduate.

Despite the fact that most of the children stay only one or two years and that this condition has maintained ever since the high school has been in existence, the entire work of the school is planned as though all of the children who entered remained for the entire four-year course. This procedure is not economical. If most of the work of the high school is to be devoted to teaching children who remain only one or two years, it should be planned with that end in view and on the other hand if all of the work is to be planned as part of a four-year course, then every effort should be made to retain the children for the four years.

#### THE HIGH SCHOOL BUILDING

The student body has outgrown the high school building. Over a long series of years room after room has been equipped for school purposes in the third story of the building and in the basement until now the last available foot of floor space has been utilized. At present there are eight rooms in the third story and eight more in the basement in use as classrooms, laboratories, or shops which were never intended to be occupied by classes. Most of them are utterly unfitted for such use and cannot be remodeled so that they will properly accommodate the teachers and the young people. Several of them are so badly lighted that even on the brightest days it is necessary to use artificial light in order to conduct classes at all. It is impossible to control the heating and ventilating satisfactorily. The machine shop in the basement is so seriously overcrowded and the gears and belts so completely unprotected as to constitute a serious hazard and one that is apt to result sooner or later in severe injury to some student and heavy damage suits against the board. Every consideration of hygiene and educational policy demands that these rooms be abandoned as classrooms.

The conditions described combine to form a problem which must be solved in the very near future. This high school is rapidly growing and the building is already overcrowded so seriously that no further expansion is possible. Either extensive

### III

additions must be built at once or a new high school constructed or some reorganization effected whereby some of the pupils may be moved to other buildings. This problem will be considered and a solution suggested in Chapter XII.

#### TEACHING FORCE

The teaching force of the high school consists of 39 men and women. While it includes many able instructors, it does not appear as a whole to represent as high a quality of scholarship and leadership as the city is paying for and has a right to demand. In some measure it has suffered from the same inbreeding process that so seriously handicaps the efficiency of the teaching force in the elementary schools. Among the 39 teachers in the high school, 12 are themselves graduates of the Springfield high school while 27 came from other institutions. These teachers receive salaries ranging from \$800 to \$1,400 per year with an average of \$1,065. These salaries are sufficiently generous so that the city should be able to demand that all of the members of the high school faculty should have had at least a college education and that most of them should have specialized in the subjects which they teach. Of the 39 teachers in this high school, one is not a graduate of any school, seven are graduates of high schools, six are normal school graduates, while 25 are college graduates. Moreover, while this latter group includes several instructors who are graduates of some of the best colleges and universities in the country, it also includes several teachers who, while nominally college graduates, have received their training in collegiate institutions of somewhat dubious reputation.

As is to be expected, the teaching methods of this corps of instructors range from excellent to distinctly poor. In the judgment of the members of the survey staff who observed recitations conducted by these teachers, 16 of them could be rated as good, 15 as fair, and seven as poor. The reason why so large a proportion of the work impressed the visitors as being no better than fair is that throughout the school there is a great amount of the sort of teaching that consists of assigning home lessons to be learned from books and questioning the children next day to find out how much they have retained of what they studied the night before, and how well. A considerable proportion of the teachers ask all or nearly all of their questions from the textbooks and a large proportion of this questioning is of such a

nature as to lead the pupil to give the desired answer. It seemed clear to the members of the survey staff that in general the quality of teaching in the high school is on a lower level than that in the elementary schools when both are compared with the work ordinarily observed in other cities.

#### COURSES OF STUDY

The high school offers four courses,—the academic or college, the English and scientific, the business, and the normal. Each of these courses is four years in length although there is a provision that certain pupils may arrange for the two-year business course. In practice no clear distinction is made between the four courses. Each pupil who is doing standard work has four recitations in four different subjects each day and when he has carried this amount of work for four years he has 16 credits which is the number required for graduation. Of these 16 credits seven are prescribed and nine are elective. Of the seven prescribed, three must be in English, two in mathematics, one in science, and one in history. Since these requirements nominally hold for all pupils and little advice or assistance is offered the young people in selecting their studies, the distinctions between the different courses are somewhat theoretical.

The subjects actually taken by the pupils are more important in showing the character of the work done than the subjects found in the course of study. A careful examination of the records of the school shows that the subjects taught fall into 10 main groups and that more than half of all the teaching done in the school is devoted to 13 subjects of English, mathematics, and science. The 10 groups of subjects, together with the per cent of all of the teaching that is included in each group, are shown in Table 29.

The figures in Table 29 show that the character of the work in the high school and the emphasis placed on the different subjects has been largely dictated by the demands of college entrance examinations. The fact is, however, that the Springfield high school is in only slight degree a college preparatory school. The number of graduates going to college is so small that the requirements of the college entrance examinations should not be permitted to influence the work of the school in more than slight

degree. The number of graduates going to college each year for the past four years has been as follows:

1910.....	18
1911.....	25
1912.....	21
1913.....	16

The cost of teaching the different subjects varies so greatly that it costs almost twice as much to give one pupil one period in the most expensive subject as it does to give him one period in the least expensive one. The relative cost of giving one student one

TABLE 29.—PER CENT OF ALL PUPIL RECITATIONS IN HIGH SCHOOL  
IN EACH OF 10 SUBJECTS

Subject	Per cent
English.....	22
Mathematics.....	20
Science.....	12
History.....	10
Latin.....	8
Manual Training.....	8
Domestic Science.....	7
Commercial.....	7
German.....	4
French.....	2
Total.....	100

hour of instruction per day for a school year in each of the 10 subjects is shown in Table 30.

#### MORE CO-OPERATION NEEDED

As the members of the survey staff visited the different classes and talked with the teachers and pupils in the high school, they were deeply impressed with a growing conviction that a fundamental change would be required to place the school in a position of true leadership in the city which it ought to claim and easily obtain but does not now occupy. While it is true that the school needs a new building and better equipment, more adequate shops and laboratories, a gymnasium and an athletic field, it does not need any of these things so badly as it needs a better spirit of co-operation within its own ranks. At present the pupils are largely

left to their own resources in the matter of electing studies. They are given little advice and guidance.

This results in the teachers competing with each other to get pupils to elect their courses, which in turn results in an undesirable rivalry between the different teachers. The effect of this is that the teachers do not co-operate with the pupils, they do not co-operate with each other, and they do not co-operate with the principal. Several of the teachers showed the members of the survey staff plans that they had drawn up for accommodations for their own departments in the contemplated additions to the

TABLE 30.—COST FOR SALARIES PER STUDENT HOUR PER YEAR IN EACH OF 10 SUBJECTS

Subject	Cost
Manual Training	\$13.45
Latin.....	11.63
Commercial .....	11.55
French.....	11.43
Science.....	10.43
German.....	10.35
Domestic Science .....	9.00
English.....	8.87
Mathematics.....	8.82
History.....	7.23

building. In each case each teacher had drawn plans for his or her own department without in any way taking into consideration the needs of any other department.

This year the school spent \$500 for new books for the school library. Each teacher ordered the books that she considered desirable without consulting with the librarian and so far as can be ascertained without any real consultation with any one. The librarian did not know what books were to be added to the library until they were unpacked or placed on the shelves. This is typical of the spirit that pervades the entire institution.

In connection with the work of the library, it may be said that much better results would be obtained if a trained librarian were employed, subject and author card indexes installed, and the children trained in the use of the indexes. At present the library consists of 2,700 books and the information concerning

them is mostly carried in the librarian's head. As a result the pupils get no training in making or using reference indexes.

The high school pupils do not seem to have the same respect for themselves and their school building that characterizes the elementary school pupils. The high school building is the only school house in the city that is seriously defaced either on the walls outside or in the toilet rooms inside.

There seems to be a lack of co-operation between the different teachers and the principal's office. There are no adequate records in the office to show in any unified or convenient way the significant facts about the institution as a whole or the individual children and their school records. Program making is of the most elementary sort and while most of the work is arranged on the five day basis and no attempt at a spiral program has been made, still the central office has no records whereby it can tell at any hour of the day in what rooms the different teachers can be found or what classes they are teaching. Similarly the records of the individual pupils are mostly kept by the classroom teachers and there is no way in which the central office can tell without making a special inquiry such facts about each child as age, courses taken, standing in each subject, credits earned to date, intentions with respect to college, and so forth. The clerk in the central office attributed this lack of adequate records in part to the reluctance on the part of the individual teachers to furnish the information about the children in their rooms when requested to do so.

Something of this same spirit of lack of co-operation is reflected in the way in which the pupils change from one room to another at the end of each recitation. These transfers are accompanied by considerable disturbance from running, much loud talking, and a great deal of unnecessary delay. More than a dozen of these changes were carefully watched and it was found that the time required ranged from three minutes to 12 minutes with an average of about eight minutes. There can be no excuse for this sort of dallying in so simple a matter as making the change from one room to another. In a building arranged as this one is the change ought not to take more than two minutes except perhaps in the case of pupils who have to go from the third story to the basement or vice versa.

The remedy for these conditions is not simple, for they have grown up gradually and are deep rooted. It is, however, abso-

lutely essential that a remedy be found if the high school is to yield the greatest results in citizens and scholars in return for the generous support the city affords it. Much will be accomplished toward this end when new quarters are provided and overcrowding remedied. This change will not of itself convert the high school into a truly efficient institution. Before it can become as effective as it ought to be, it must be better administered, students, teachers, and principal must be imbued with a more thorough spirit of co-operation, and the quality of classroom teaching must be improved.

#### SUMMARY

1. The high school has nearly 900 pupils in average attendance, of whom about 50 come from outside the city. It is growing at the rate of about 50 pupils per year. About 400 pupils are boys, and nearly 500 girls.
2. Nearly half of the pupils entering leave within two years.
3. The building is seriously overcrowded and many of the rooms are entirely unfit for classroom use.
4. The teaching force consists of 39 men and women of whom nearly one-third are graduates of the school. The salaries run from \$800 to \$1,400.
5. Of the pupils entering the school only about one in 16 goes to college which indicates that the college entrance requirements should wield less influence than they now do in shaping the courses of study.
6. The school needs better administration, more co-operation between students, teachers, and principal, and a higher quality of teaching.

## CHAPTER XII

### THE ORGANIZATION OF INTERMEDIATE SCHOOLS OR JUNIOR HIGH SCHOOLS

As the members of the survey staff have studied the educational problems of the city, they have become convinced that the interests of the schools can be most effectively forwarded by the organization of intermediate schools or junior high schools. At present the schools are organized, as are those of most cities, in eight elementary grades and four high school grades. Under the proposed reorganization the elementary schools would consist of the first six grades, three or four intermediate or junior high schools would be established to care for the seventh, eighth, and ninth grades, and the three highest grades would be cared for in the senior high school. Because of this division the proposed plan is sometimes referred to as the six-three-three plan. It is in successful operation in a considerable number of other cities and in accord with the most progressive educational thought and practice. There are four principal sets of reasons why it is believed that its adoption here would greatly redound to the benefit of the school system.

#### A SOLUTION OF THE HIGH SCHOOL PROBLEM

The first of these four reasons is that the adoption of the plan would go far toward solving the very difficult problems arising from the overcrowded condition of the high school. As has been explained in the preceding chapter, the last available space in that building has been utilized for classrooms and shop. Since the school is growing at the rate of about 50 additional pupils each year, increased accommodations in some form must be provided in the very near future. One way to do this would be to build an extensive addition to the present building. The objection to this is that the present building is not well adapted to the needs of a modern high school and cannot be made so by the erection of an addition. What is needed is not only enlarged capacity but increased efficiency.

This can be secured only by the erection of a new and modern building. When this is done the city will have on its hands the present high school building which is large and expensive to maintain but is ill-adapted and poorly located to serve as an elementary school. Any satisfactory solution of the problem must provide temporary relief from the overcrowding in the present high school until a new one is erected and also for the economic utilization of the present building.

Such a solution is offered by the new plan under which three or four of the present buildings would be converted into intermediate schools or junior high schools and would take care of all the seventh, eighth, and ninth grade pupils in the city. This would immediately relieve the overcrowded conditions in the high school.

Each of the new schools would be in the center of a group of elementary schools and as the pupils of the seventh and eighth grades of these buildings were transferred to it, those at present in the first six grades of the converted school would be transferred out to take their places.

When the new high school is erected, the present building would serve admirably for an intermediate school or junior high school. Thus the new plan provides temporary relief for the present overcrowded condition of the high school and also offers an efficient use of the present high school building after the new one is erected.

#### NEW PLAN EDUCATIONALLY SUPERIOR

The second reason is that the new plan is educationally superior to the present form of organization. Under it the transition from the elementary to the secondary school comes at the end of the sixth grade when most of the children are 12 or 13 years old. These are the ages at which the period of adolescence begins and during the next three years the children pass through the transition from childhood to youth. In this period their likes and dislikes, abilities and aptitudes, ideals and aspirations, undergo profound readjustment. The intermediate school has been called into existence to provide an educational transition for the intermediate period between childhood and maturity.

The present administrative division of our schools into eight elementary and four high school grades is illogical and is based on the accidents of educational history. We are the only great

modern nation that has such a division. England, Germany, France and Japan have developed systems better adapted to the psychological nature and needs of the growing child. In our own country we are beginning to see that great benefits are to be derived from a more natural adjustment of the types of schooling to the changing needs of the children and many of our cities are reorganizing their school systems according to the plan recommended for Springfield. Among the other localities where the change has been successfully made are cities as far apart as Berkeley and Los Angeles, Cal., Grafton, S. D., Columbus, O., Cokato, Minn., Chicago, Ill., Neodesha, Kans., and Concord, N. H.

Except for the concentration in four buildings, the adoption of the new plan in this city does not contemplate so profound a change as might be thought, for the upper grades of the elementary schools are now taught on the departmental plan by which the work of each teacher is largely confined to a given subject just as it is in the high schools. This plan has been in vogue in most of the schools for several years and is giving thoroughly satisfactory results. It would be continued under the proposed reorganization.

#### NEW PLAN HOLDS PUPILS BETTER

The third reason is that the new plan holds the pupils better than the present one. Under the new plan fewer pupils drop out of school in the sixth, seventh, and eighth grades. At present the children in the upper elementary grades resent the maternalistic atmosphere of the school. They need a different sort of treatment and a different kind of work from those needed by the smaller children and they feel this without understanding it. Many of them leave school to go to work in order to find something to do that appeals to them as more real and more worth while.

Those who enter high school find themselves suddenly in an entirely different sort of institution making new and unfamiliar demands upon them. This sharp break comes at the period when the child is already bewildered by his own personal struggle with unfamiliar longings and strange impulses. The result is that half of the high school pupils leave within the first two years.

The intermediate school goes far toward remedying the conditions responsible for this school mortality. The children enter

it and are well on the way toward graduation before they reach the completion of the compulsory attendance period. They are associated with children of their own ages and their school work is adapted to their needs and abilities. Under these improved conditions a far larger proportion of them complete the course and graduate. These results have been obtained in other cities and they are obtainable here.

#### VOCATIONAL EDUCATION MADE EASIER

The fourth reason is that the adoption of the new plan would render less difficult the problems of vocational education. The introduction of the intermediate schools or junior high schools would offer an opportunity to give all the children some insight into the problems and processes of industry through contact and participation. By bringing all these young people together in schools designed and organized for them, a far better opportunity is offered to let them experiment with varied forms of manual as well as mental activity than exists when they are scattered among the elementary schools.

#### SOME DETAILS OF REORGANIZATION

Four intermediate schools or junior high schools should be established in different parts of the city. The buildings needed could be made available by relatively inexpensive alterations. Each building would be in the center of a group of elementary school buildings so as to accommodate the children completing the sixth grade in these schools. In the southern part of the city the Lawrence School could be converted into the Lawrence Intermediate School or the Lawrence Junior High School and made the center of a group of schools consisting of the Edwards, Hay, and Stuart. On the east the Lincoln School could take care of the pupils of the Palmer, Bunn, Feitshans, Matheny, and Iles districts. To care for the children in the northern part of the city classes of the new type could be organized in the Ridgely School for the children of that and the Converse districts. The fourth intermediate school might well be established in the present Teachers Training School if that is suspended as has been recommended. If this were done the children to be accommodated would be drawn from the Dubois, Enos, McClernand, Douglas and Training School districts.

This reorganization would reduce the membership of the high

school from 883 to 566 on the basis of the present attendance figures. This would immediately reduce the pressure in that building and give the city time to construct a new high school building before conditions again became intolerable in the high school. As soon as the new building is constructed the present high school building should be made into an intermediate or junior high school. The classes in the Ridgely school should be transferred to the Training School and an equal number of those living near the center of the city should be accommodated in the present high school building. In addition it should take care of other pupils residing in the southern and western parts of the city and thus avoid the overcrowding of the Lawrence and Training Schools under the reorganization plan which would become serious within a year or two if not thus relieved. The new plan is not dependent for its success upon the suspension of the Teachers Training School but it would be greatly facilitated if it were possible to utilize that building for the new purpose.

The domestic science rooms and the manual training shops now located in different elementary schools should be brought together in a new intermediate or junior high school. The teaching force should be made up of the teachers who have shown most marked ability in teaching the upper grades in the elementary schools and the freshmen classes in the high school.

#### OPPOSITION

Three classes of opposition to the proposed reorganization must be expected. This will come in the first place from the principals of the elementary schools who are not chosen to have charge of the new intermediate or junior high schools. This opposition is inevitable but will be of brief duration. In the second place there will be opposition from the teachers of the upper grades of the elementary schools who are not qualified for positions in the new schools and from those in the high school who are transferred to service in them. This opposition is of the same sort and while it is certain to be heard, it will not last long. In the third place there must be expected opposition from parents who now have children in the lower grades of schools which are to be converted into intermediate or junior high schools and who would be compelled to send them to another and perhaps more distant school under the new plan. This opposition may be large in volume and must be seriously considered. It will dis-

appear as soon as the new schools are in operation and the pride of each neighborhood in its new acquisition overcomes the opposition of those who were at first inconvenienced by the change.

#### SUMMARY

1. It is recommended that the school system be reorganized so as to include intermediate schools or junior high schools which shall comprise the seventh, eighth, and ninth grades. This will leave the first six grades in the elementary schools and the three highest grades in the senior high school.
2. Such a reorganization will provide temporary relief from the overcrowding in the present high school until a new building can be erected. It also provides for the economic utilization of the present high school building.
3. The proposed plan is educationally superior to the present one because it provides a special type of schooling for the boys and girls during the period of adolescence when they most urgently need it. Schools organized as recommended are in successful operation in other countries and in many cities of this country.
4. Schools organized on the proposed plan hold their pupils better than do schools organized as they are in this city at present.
5. The adoption of the new plan would help to solve the problems of vocational education.
6. If the schools are reorganized as is recommended, some opposition from teachers, principals, and parents must be expected. This is true of every innovation but in this case it would not be either serious or of long duration.

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## CHAPTER XIII

### VOCATIONAL EDUCATION

At present the only strictly vocational courses offered in the public schools of the city are the teachers' training course and the high school work in stenography, typewriting, and book-keeping. These courses are designed to prepare the young people directly for money earning occupations and so may properly be termed vocational.

Throughout all of the grades from the first to the eighth inclusive, work is given in manual training and domestic science and in the high school these courses are continued on a more advanced and comprehensive basis. Nevertheless, although these courses include work in sewing, cooking, carpentry, and machine shop processes, their main purpose is not direct preparation for money earning occupations, and so they are not, strictly speaking, vocational courses. In recent years interest in vocational education in Springfield has been rapidly and steadily growing and the sentiment in favor of the establishment of such courses in the public school system has become increasingly insistent. The school survey has devoted a considerable portion of its time and effort to a study of conditions in Springfield with the object of determining what course the city may most wisely pursue in respect to the growing demands for vocational education.

One considerable part of the investigations that have been made consists of a study of certain facts concerning all of the 13 year old boys and girls in the public schools, their fathers, and their older brothers and sisters. The study was confined to the children who were 13 years of age because that is the last year of compulsory school attendance and hence the last year before many of the children drop out of school. For this reason a study of the facts concerning all of the 13 year old children represents a fairly complete and unselected cross-section of all the social and industrial levels of the city's population. Moreover, since the children leave school in large numbers to go to work as soon

as they complete their 13th years, the children of that age may fairly be considered the raw material of vocational education.

Facts were gathered concerning the occupations of the older brothers and sisters to discover what sorts of occupations young people in this city actually enter. The facts concerning the fathers were gathered to discover in what groups of occupations they are engaged and also what sorts of work the city needs to have done. In all, facts were gathered concerning 373 thirteen year old boys, 358 girls of the same age, 233 older brothers less than 21 years of age who are at work, 183 older sisters of the same ages who are at work, and 655 fathers. These cases were not selected in any way. They include all of the 13 year old children in the public schools for whom the facts could be secured.

#### THIRTEEN YEAR OLD CHILDREN IN EACH GRADE FROM THE FIRST YEAR ELEMENTARY TO THE THIRD YEAR HIGH SCHOOL

The first data secured were those showing the school grades. The tabulation of these figures brought to light two significant facts. The first is that these boys and girls who have reached the limit of the compulsory attendance period are scattered through the grades from the first elementary to the third year of the high school. Although they are all of the same age, they represent almost every stage of school advancement and are scattered through grades normally representing 11 years of school progress—eight of the grades and three of the high school.

#### NEARLY HALF OF THE BOYS AND GIRLS IN SIXTH GRADE OR BELOW

The second significant fact is that nearly one-half of these boys and girls are in the sixth grade or below. Since the children who drop out of school earliest are largely those who have made slow progress and are in the lower grades at relatively advanced ages, this fact is most important. It indicates that large numbers of these boys and girls may be expected to leave school soon and go to work with an educational preparation so inadequate that they cannot enter the ranks of industry with profit either to themselves or to the community. The figures showing how these 731 boys and girls are distributed through the grades are presented in Table 31.

The figures of the table show that only about one-half of the boys and girls are within sight of completing the common school course when they reach the end of the compulsory attendance period. From the point of view of vocational education this condition is of the greatest importance. It indicates that in this city, as in many other cities, the problem of securing a reasonably complete elementary schooling for all of the children must be solved if any successful system of vocational education is to be instituted.

TABLE 31.—GRADES OF BOYS AND GIRLS 13 YEARS OLD

Grade	Boys	Girls	Total
I.....	..	1	1
2.....	..	..	..
3.....	6	1	7
4.....	20	10	30
5.....	56	41	97
6.....	90	87	177
7.....	97	121	218
8.....	79	87	166
I.....	23	9	32
II.....	1	1	2
III.....	1	..	1
Total.....	373	358	731

#### ONLY ONE FATHER IN SIX WAS BORN IN THIS CITY

The next facts secured were data giving the birthplaces of the children and their fathers. These figures show that only about one father in six was born in this city and that among the children only one-half were born here. These facts are significant because it is often urged that the schools develop courses of vocational education that will directly prepare the children to enter the local industries. But if present conditions maintain in the future, it appears that the great majority of adults are not going to work in the same communities in which they receive their schooling. How much this would be modified if the young people were educated for direct participation in the local industries is quite uncertain.

The Division of Education of the Russell Sage Foundation has gathered these figures concerning the birthplaces of 13 year old children and their fathers in 78 other cities and

they indicate that migration from city to city is so common among Americans that it cannot be disregarded when the problems of vocational education are under discussion. With respect to the birthplaces of the fathers and the children, conditions in Springfield are almost exactly average conditions as found in this group of 78 other cities.\* The fact that even among 13 year old children one-half were born in other cities while among their fathers five out of six were born elsewhere, indicates the danger of planning any system of vocational education that will merely provide a narrowly specialized preparation for entrance into the local industries of the city. The facts suggest the desirability of a broader form of education, having for its aim the development of those sorts of general knowledge, adaptability, and resourcefulness which will be of greatest practical use in money-earning occupations. The great problem is to find out how to give such general preparation that will be of real practical vocational value. The facts as to the birthplaces of the children and their fathers are shown in Table 32.

TABLE 32.—BIRTHPLACES OF 13 YEAR OLD CHILDREN AND BIRTHPLACES OF THEIR FATHERS

Birthplace	Children		Fathers	
	Number	Per cent	Number	Per cent
Springfield.....	362	50	122	17
Other locality in Illinois.....	254	34	245	34
Other state in United States.....	79	11	221	30
Foreign country.....	36	5	143	19
Total.....	731	100	731	100

#### INDUSTRIES IN WHICH THE FATHERS, BROTHERS AND SISTERS WORK

The returns of the investigation showed for each of the fathers, brothers, and sisters the nature of the trade or business in which he or she was engaged and also the sort of work done within that trade or business. They also showed what each one of the boys and girls wanted to do for a living when grown up. This method

\* Some Conditions Affecting Problems of Industrial Education in 78 American School Systems, Division of Education, Russell Sage Foundation.

allows a double classification of the data, first by industries, and second by occupations within the industries. The industrial classification was the one adopted by the United States Census Bureau and included the following five main divisions:

I. Industries of Extraction—Agriculture, Forestry, Mining, etc.

II. Industries of Transformation—Building Trades, Manufacturing, etc.

III. Industries of Transportation and Communication—Railroads, Telegraph, etc.

IV. Industries of Trade—Wholesale and Retail Trade, Real Estate, etc.

V. Service—Government, Professional, Domestic, Personal, etc.

The first result of the tabulation of these data was to disclose a surprisingly close agreement between the proportions of fathers

**TABLE 33.—PER CENT DISTRIBUTION BY INDUSTRIAL GROUPS OF CHOICES OF 13 YEAR OLD BOYS AND PRESENT EMPLOYMENT OF BROTHERS AND FATHERS**

Industrial group	Choice of boys	Work of brothers	Work of fathers
Extraction.....	14	17	22
Transformation.....	41	35	34
Transportation.....	12	17	16
Trade.....	18	21	17
Service.....	15	10	11
Total.....	100	100	100

and working brothers engaged in each class of industry and the proportion of the boys who wished to enter those same industrial groups. The results are shown in Table 33 in which the figures represent the percentages of boys who desire to enter each industrial group and the proportion of brothers and fathers already engaged in those groups.

The figures in Table 33 do not indicate that most of the individual boys wish to enter the same specific occupations as their fathers and brothers. What they do indicate is that in general there is substantial agreement in the proportions of boys desiring to enter occupations within the five broad industrial classifica-

tions and the percentages of brothers and fathers already engaged in occupations of the general nature indicated.

When the figures for the girls and their older sisters were tabulated, it was found that no such agreement existed. In general the girls wished to enter occupations of an entirely different class from those in which their older sisters are already engaged.

#### ASPIRATIONS OF YOUTH FAR BEYOND REALIZATIONS OF MATURITY

A close analysis of the figures showing the occupations chosen by the boys and girls and those in which their brothers, sisters, and fathers are actually engaged, shows that the aspirations of the young people are for types of life work far in advance of those to which their brothers, sisters, and fathers have succeeded in attaining. The same condition maintains with respect to the kind and amount of education that the boys and girls hope to secure compared with the education that young people in Springfield actually do secure.

The contrast between what the boys and girls wish to do and what their older relatives are actually doing is readily illustrated by the data secured. Fifteen of the boys wish to be civil engineers whereas only one father is engaged in that profession. Twenty-six of them desire to become electricians or electrical engineers but there are only two fathers so engaged. Seventy-six of the girls wish to become teachers but only five of their older sisters have entered that profession. Seventy-one of them have chosen stenography as a life work but only 14 of their sisters have entered the occupation. Ninety-one per cent of the boys and girls state that they intend to enter high school but we know that probably less than 45 per cent will succeed in doing it. Twenty-four per cent of them intend to go to college but it is probable that not more than three per cent, or one-eighth as many, will succeed in getting there.

Table 34 shows in detail the number of boys choosing each occupation as his intended life work together with the number of fathers and older brothers of these boys actually engaged in each occupation. Corresponding figures for the girls and their older sisters are given in Table 35.

TABLE 34.—OCCUPATIONAL CHOICES OF BOYS AND OCCUPATIONS  
OF FATHERS AND OLDER BROTHERS

Occupation	Boys choosing	Fathers employed	Brothers employed
Farmers.....	40	21	10
Machinists.....	26	17	5
Electricians.....	26	2	..
Retail merchants.....	22	30	..
Locomotive engineers.....	19	11	..
Bookkeepers.....	19	4	1
Lawyers.....	17	9	..
Civil engineers.....	15	1	..
Retail clerks.....	12	17	27
Carpenters.....	10	30	3
Doctors.....	9	..	..
Factory hands.....	7	38	38
Miners.....	5	97	24
Traveling salesmen.....	5	26	2
Plumbers.....	5	5	..
Architects.....	5	..	..
Stenographers.....	5	..	3
Teamsters.....	4	18	25
Butchers.....	4	3	1
Stationary engineers.....	3	13	..
Office clerks.....	3	8	13
Manufacturers.....	3	5	..
Blacksmiths.....	3	4	1
Teachers.....	3	3	1
Porters.....	3	3	2
Bakers.....	3	1	..
Musicians.....	3	..	..
Train despatchers.....	2	5	..
Street car conductors.....	2	4	..
Laundry owners.....	2	3	..
Pattern makers.....	2	3	2
Florists.....	2	2	..
Printers.....	2	1	5
Artists.....	2	..	..
Aviators.....	2	..	..
Managers and superintendents.....	1	14	1
Barbers.....	1	7	..
Contractors and builders.....	1	16	..
Railroad foremen.....	1	6	..
Restaurant owners.....	1	5	..
Mail carriers.....	1	4	..
Brakemen.....	1	4	..
Linemen.....	1	4	1
Tailors.....	1	3	3
Molders.....	1	3	1
Shoemakers.....	1	3	1
Hoistiers.....	1	3	2
City firemen.....	1	2	..
Sign writers.....	1	1	..
Plasterers and paperhangars.....	1	1	1
Chafeurs.....	1	1	..
Bankers.....	1	1	..
Commission merchants.....	1	1	..
Dairymen.....	1	1	..
Undertakers.....	1	1	..
Stereotypers.....	1	1	..
Dentists.....	1	1	..
Harness makers.....	1	..	..
Politicians.....	1	..	..
Baseball players.....	1	..	..
Soldiers.....	1	..	..
Waiters.....	1	..	3
Window trimmers.....	1	..	..
Learn some trade.....	1	..	..
Laborers.....	..	24	4
Painters.....	..	12	1
Factory foremen.....	..	12	..
Insurance agents.....	..	11	..
Factory firemen.....	..	7	..
Motormen.....	..	7	..
Hod carriers.....	..	6	..

TABLE 34 (*Continued*).—OCCUPATIONAL CHOICES OF BOYS AND OCCUPATIONS  
OF FATHERS AND OLDER BROTHERS

Occupation	Boys choosing	Fathers employed	Brothers employed
Saloon keepers.....	..	6	..
Agents.....	..	4	..
Janitors.....	..	4	..
Gardeners.....	..	4	5
Locomotive firemen.....	..	4	..
Railroad yardmasters.....	..	4	1
Switchmen.....	..	4	..
Boiler makers.....	..	4	2
Bricklayers.....	..	4	..
Real estate business.....	..	4	..
State officers.....	..	4	..
Railroad conductors.....	..	3	..
Grain dealers.....	..	3	..
Cement finishers.....	..	3	..
Bar tenders.....	..	3	..
Opticians.....	..	3	..
Watchmen.....	..	3	..
County officers.....	..	2	..
Policemen.....	..	2	..
Stone cutters.....	..	2	..
Baggage men.....	..	2	..
Mine operators.....	..	2	..
Mine examiners.....	..	2	..
Timekeepers.....	..	2	..
Clergymen.....	..	2	..
Switchboard experts.....	..	1	..
Lathers.....	..	1	2
Excavators.....	..	1	..
House movers.....	..	1	1
Meter repairers.....	..	1	..
Upholsterers.....	..	1	..
Cabinet makers.....	..	1	..
Tinsmiths.....	..	1	..
Photographers.....	..	1	..
Actors.....	..	1	..
Chefs.....	..	1	..
Carpet layers.....	..	1	..
Rodmen.....	..	1	..
Estimator, lumber company.....	..	1	..
Owner livery stable.....	..	1	..
Railroad expressmen.....	..	1	..
Collectors.....	..	1	1
Mine check weighers.....	..	1	..
Mine foremen.....	..	1	..
Stockmen.....	..	1	..
Abstractors of titles.....	..	1	..
Elevator men.....	..	1	3
Peddlers.....	..	1	..
Newspaper solicitors.....	..	1	..
Proof readers.....	..	1	..
Reporters.....	..	1	1
Gas meter inspectors.....	..	1	..
Street paving contractors.....	..	1	..
Car inspectors.....	..	1	1
Office boys.....	..	1	6
Bundle boys.....	..	1	6
Messengers.....	..	1	4
Hotel and restaurant clerks.....	..	1	2
Moving picture operators.....	..	1	2
Railroad signal men.....	..	1	2
Bowling alley employees.....	..	1	1
Prize fighters.....	..	1	1
Theatre employed.....	..	1	1
Servants.....	..	1	1
Showmen.....	..	1	1
Mail clerks.....	..	1	1
Draftsmen.....	..	1	1
Apprentices tile factory.....	..	1	1
Apprentices planing mill.....	..	1	1
Apprentices bookbindery.....	..	1	1
Glaziers.....	..	1	1
Total .....	324	655	2,33

**OCCUPATIONAL CHOICES INDICATE NATURE OF VOCATIONAL TRAINING NEEDED**

All of the facts that have been reviewed tend to indicate that the choices of the boys are fairly reliable indicators as to the general nature of the occupations among which they will eventually be distributed. The choices do not, however, furnish a

**TABLE 35.—OCCUPATIONAL CHOICES OF GIRLS AND OCCUPATIONS OF OLDER SISTERS**

Occupation	Choice of girls	Sisters employed
School teachers.....	76	5
Stenographers.....	71	14
Music teachers.....	26	..
Keep house.....	23	40
Dressmakers.....	16	..
Nurses.....	15	1
Bookkeepers.....	13	3
Retail clerks.....	11	16
Milliners.....	11	1
Musicians.....	6	2
Factory work.....	6	54
Servants.....	4	19
Artists.....	2	..
Office work.....	2	7
Writers.....	2	..
Librarians.....	2	..
Traveling saleswomen.....	2	..
Telephone operators.....	1	9
Moving picture actresses.....	1	..
Lawyers.....	1	..
Elocutionists.....	1	..
Hair-dressers.....	1	..
Business women.....	1	..
Cashiers.....	..	4
Waitresses.....	..	4
Laundry work.....	..	3
Solicitor for pianos.....	..	1

safe guide as to the specific occupation that each individual will go into. Undoubtedly many changes will be made as the boys grow older, their preferences become more fully developed, and they are brought in contact with different sorts of opportunities. As guides for the formulation of courses of vocational education, the choices of the boys appear to be reliable in general and unreliable in detail. On the other hand, the choices of the girls

are apparently untrustworthy, both in general and in detail. Among boys and girls alike the tendency is to aim toward occupations that require more training and are rewarded with higher salaries than they will probably succeed in securing.

If the school system is to assist young people to prepare themselves for money-earning occupations, it must carefully consider the sorts of occupations that these young people wish to enter. It cannot successfully do otherwise and if it could, it ought not to. The object of public education is to equip each child with the knowledge and training that will equip him to make the most adequate use of his innate abilities. When public education enters the field of training for vocations, its main concern is still the individual and not the industry. Its efforts must be directed toward improving the producer and his quality rather than toward increasing the product and its quantity. Each individual has an inalienable right to participate in shaping his own destiny and the school cannot and should not attempt to sort the children out according to their industrial destinations.

These are the reasons why we must give careful consideration to the choices of these boys and girls. While steadfastly bearing in mind that boys and girls who are 13 years old are not yet generally competent to foresee just what sorts of life work they will eventually wish to enter, we must remember that these choices are the best guides that we have for determining the objectives of our courses and that in so far as the boys are concerned, there is large agreement between the sorts of occupations chosen and those in which fathers and brothers are actually engaged. This agreement is very close indeed if we group the choices of the boys and the occupations of the fathers and brothers in the broad industrial classifications and a fair amount of agreement is found when we make the classifications by individual occupations. Our next step then is to analyze the specific occupations when the boys and girls say they wish to enter and decide what is the wisest course that the schools can follow in the attempt to help each boy and girl make the best use of his or her abilities, aptitudes, and aspirations.

By consulting Tables 34 and 35 it will be seen that the choices of most of the boys and girls cluster about a relatively small number of occupations and particularly in the case of the boys it will be found that in general these occupations are those in which considerable numbers of older relatives are engaged. Hence it seems wise to simplify our problem by confining our considera-

tions of possible types of vocational education to those occupations which have been chosen by at least one boy or girl in each hundred. It is evident that the line must be drawn somewhere for certainly a city of the size of this one cannot undertake to establish separate courses for training in each sort of occupation.

Among more than 300 boys who registered their desires are found individuals who wish to enter such vocations as those of the banker, soldier, baseball player, aviator, and undertaker,

TABLE 36.—OCCUPATIONS CHOSEN BY MORE THAN ONE BOY OR GIRL IN EACH ONE HUNDRED BOYS OR GIRLS

Boys		Girls	
Occupation	Number	Occupation	Number
Farmers.....	40	School teachers.....	76
Machinists.....	26	Stenographers.....	71
Electricians.....	26	Music teachers.....	32
Retail merchants.....	22	Keep house.....	23
Locomotive engineers.....	19	Dressmakers.....	16
Bookkeepers.....	19	Nurses.....	15
Lawyers.....	17	Bookkeepers.....	13
Civil engineers.....	15	Retail clerks.....	11
Clerks.....	15	Milliners.....	11
Carpenters.....	10	Factory work.....	6
Factory hands.....	7	Servants.....	4
Stenographers.....	5		
Architects.....	5		
Miners.....	5		
Traveling salesmen.....	5		
Plumbers.....	5		
Butchers.....	4		
Teamsters.....	4		
Musicians.....	3		
Stationary engineers.....	3		
Train dispatchers.....	3		
Blacksmiths.....	3		
Porters.....	3		
Bakers.....	3		

while among the girls some wish to become elocutionists, hair-dressers, and moving picture actresses. Clearly the city cannot undertake to meet all these individual desires by the establishment of separate training courses. But the choices show that the great majority of the young people are agreed in desiring to prepare themselves for a relatively small number of occupations. If we include all of the occupations chosen by more than one person in one hundred we shall have 24 for the boys and 11 for the girls as shown in Table 36.

### PROFESSIONAL, COMMERCIAL, AND INDUSTRIAL PREPARATION

We have in Table 36 the choices of 267 boys scattered among 24 occupations and those of 278 girls among 11 occupations and these figures represent the choices of nearly 90 per cent of all the boys and girls. From an educational point of view these occupational choices can with fair accuracy be classified under three heads depending on whether the training required is professional, commercial, or industrial in nature. This classification is shown in Table 37.

The figures of Table 37 leave unclassified among the boys four who desire to become teamsters, four who wish to be butchers, and three who say they want to become porters, and among the girls 23 who wish to keep house and four who choose to be servants. Omitting these as not fitting into our scheme of classification, we may summarize the choices of the boys and girls as follows:

	Boys	Girls
Requiring professional preparation .....	40	123
Requiring commercial preparation .....	61	95
Requiring industrial preparation .....	150	33

The college preparatory courses of the high school already open the gates of opportunity to those who desire to secure a professional education, while the business courses offer training for those who desire to go into commercial activities. Again, the existing courses in the high school in large measure offer preparation for girls in the particular sorts of industrial work which most of these girls have chosen. This leaves as our largest problem that of providing vocational education for substantially half of the boys.

### SEPARATE COURSES FOR EACH OCCUPATION IMPOSSIBLE

There are 12 occupations which we have classed as requiring industrial preparation and in that group have been included some which hardly belong there, such as the farmers and perhaps the bakers. It is evident that the city cannot now undertake to establish 12 separate sorts of new courses or schools to train boys for these occupations. The complexity of the undertaking and the expense which would be entailed render it impossible. To undertake thorough training for such diverse occupations as those of the farmer and the locomotive engineer, the miner and the baker, would necessitate an equipment in buildings, appara-

TABLE 37.—OCCUPATIONAL CHOICES OF BOYS AND GIRLS CLASSIFIED AS REQUIRING PROFESSIONAL, COMMERCIAL, OR INDUSTRIAL PREPARATION

A. PROFESSIONAL

Boys		Girls	
Occupation	Number	Occupation	Number
Lawyers.....	17	Teachers.....	76
Civil engineers.....	15	Musicians.....	32
Architects.....	5	Nurses.....	15
Musicians.....	3		
Total.....	40		123

B. COMMERCIAL

Boys		Girls	
Occupation	Number	Occupation	Number
Merchants.....	22	Stenographers.....	71
Bookkeepers.....	19	Bookkeepers.....	13
Clerks.....	15	Clerks.....	11
Salesmen.....	5		
Total.....	61		95

C. INDUSTRIAL

Boys		Girls	
Occupation	Number	Occupation	Number
Farmers.....	40	Dressmakers.....	16
Machinists.....	26	Milliners.....	11
Electricians.....	26	Factory work.....	6
Locomotive engineers.....	19		
Carpenters.....	10		
Factory hands.....	7		
Miners.....	5		
Plumbers.....	5		
Stationary engineers.....	3		
Train dispatchers.....	3		
Blacksmiths.....	3		
Bakers.....	3		
Total.....	150		33

tus, and teachers such as the city could not at this time meet even if it were sure of the desirability of attempting to do so.

#### GENERAL INDUSTRIAL PREPARATION

Since substantially one-half of the boys intend to enter and probably will enter industrial occupations, and since the city cannot undertake to prepare directly for each separate kind of occupation, the question which presents itself is whether or not some general industrial education can be devised which will be of real practical value to these boys who are just entering the high school ages.

It is the opinion of the members of the survey staff that such a form of education is both possible and practical and that it does not consist of a mere extension of the manual training work now done in the wood-working shops in the elementary schools and the carpenter shop and machine shop in the high school. The main defect of this work is that it is not real. It is largely made up of problems conceived or invented to fit into a scheme of development that exists rather in the mind of the person arranging the course than in the interests of youth or the requirements of real life. While working with tools and participating in the activity of the shop comes as a relief to the boy who has long been required to sit quietly in the classroom, still he is not really interested in making such things as the Springfield course of study arranges for him to make. The pen rack and envelope rack, the whisk-broom holder and toothpick holder, the sleeve board and towel roller, the glove box, the taboret, and the wooden candlestick, hold no vital place in the interests of the 15 year old boy nor does their making prepare him in more than slight degree for participation in any industrial activity. This is particularly true when these and other similar objects are made according to a series of explicit directions which are formal, inelastic, uniform, and prescriptive and take little or no account of the individuality of either the pupil or the teacher.

Such work is common here as elsewhere. It excuses both teacher and pupil from opportunity or necessity for originating devices and meeting unforeseen difficulties and it does not require that the work produced shall be of such a quality that the article shall be able to meet any definite demand of service. There is a general conviction that all hand work done in schools must be good merely because it is hand work, but the truth is that a

large part of it is as formal, as inelastic, and as far removed from the real problems of life as is the most abstract lesson in grammar or mathematics. For these reasons it is not recommended that the solution of this problem be sought through the extension of the manual training and shop work now being given in the schools.

#### A PLAN FOR PREPARATORY INDUSTRIAL EDUCATION

In former years young people gained their most useful education through doing the chores of the home and the farm. Here they were brought into contact with a large range of industrial operations and they developed a most adaptable sort of skill and knowledge in the handling of materials. Today a more highly organized and specialized civilization is taking away most of these chores and with them much that is best in the training of youth.

But Springfield has chores to do within its public school system. It has buildings to be altered, painted, and repaired, systems of heating and ventilating to be installed or changed, and electric wiring for lights and bells to be put in and kept in order. The community has chores to do and these chores are of precisely the sort to make them educationally valuable. They are diversified and real, dealing with many kinds of materials and involving the application of the simpler processes of the machine and building trades. Since the community has chores to do and it has boys and girls who need to do chores, why not put them together?

Each year the city spends more than \$20,000 on the maintenance of its school buildings. The plan proposed is that these repairs and alterations be made the material for industrial education. They involve the work of the carpenter, mason, electrician, tinsmith, machinist, blacksmith, painter, plumber, and steamfitter. In former days the boy on the farm received a large part of his education through helping the hired man to do any of a hundred different sorts of tasks. In the earlier days of our industrial development the boys mastered their trades and crafts by passing through a period of apprenticeship in which they helped a skilled artisan and gradually mastered the practice of his craft.

What is here proposed is that Springfield abandon the formal teaching of series of exercises in her school shops and substitute instead the doing of short pieces of real work on the school buildings and grounds under the direction of skilled journeymen-artisans permanently employed by the department of education

to make repairs and alterations. It is not necessary that these men should be trained teachers. They should be skilled artisans, of good character, who use good English and like boys. The work done should be the regular work required for the maintenance and repair of the school plant. The classes should be small, consisting of only from three to five boys for each mechanic and all attempt to fit the work into any preconceived series of exercises should be abandoned. Of course the work itself should be of thoroughly good quality and a large part of its educative value would arise from the fact that each portion of it would be entirely genuine and not accepted unless it was a finished product. Such work as this would make constructive use of the adventurous spirit of youth, lead the boys to appreciate through contact and participation the hard basis of humanity's dependence on nature, and develop the ability of co-operation for the common good.

As a feature of the practical character of the work, each portion undertaken would carry its own cost accounting sheet and the financial records of all the work done would constitute a large portion of the work of the commercial courses.

#### AN ECONOMICAL PLAN

The plan that has been proposed is probably the only feasible solution for bringing to the children of Springfield the benefits of vocational education without entailing greatly increased expenditures. The work proposed would be centered in the intermediate schools and the senior high school. In the intermediate schools it would be required of all boys but in the senior high school it would probably be made elective, at least in the two upper classes. It would take the place of the manual training work now carried on in the elementary and the high schools and the artisans employed would do the work incident to the maintenance of the school plant.

The present expense of the manual training work in salaries and supplies is something more than \$9,000 per year while that of maintenance of buildings is more than \$22,000. This means that a considerable portion of \$30,000 would be available for carrying on the type of vocational education proposed without any increase of appropriations. Moreover, the plan has the important added advantage that most of the expenses would be defrayed from the building fund in which there is an ample

margin of resources rather than from the educational fund which is already overburdened.

#### FUTURE EXTENSIONS AND ADDITIONS

The plan outlined is neither complete nor exclusive. It is capable of extension along many lines and it may be carried on together with other forms of vocational education such, for example, as some of those now offered in the evening schools. Again if this form of industrial education were carried on it would in no way interfere with the establishment of continuation classes for young people already at work or part time classes for high school pupils.

The possible extensions and variations of the plans are numerous. Some of the simpler portions of the work of the city's hospitals and children's institutions might well be undertaken by the older girls. Again school garden work and the planting and care of park areas in school grounds offers the possibility of much valuable training for both boys and girls. Still another form of activity might well be furnished by the making and erection of playground apparatus for school playgrounds. Other possibilities may readily be foreseen and it is certain that still more would shortly present themselves after the plan had been put into operation.

#### SUMMARY

1. At present the boys and girls, upon reaching the limit of the compulsory attendance period, are scattered throughout the grades of the elementary and high schools. Nearly half of them are in the sixth grade or below. The problem of securing a reasonably complete elementary schooling for all these children is part of the problem of instituting vocational education.

2. Among the fathers of these children only one in six was born in this city and of the children only one-half were born here. This indicates that narrowly specialized preparation for specific industries will not solve the problem of vocational education.

3. The children in school aspire to types of life work far in advance of those to which their brothers, sisters, and fathers have succeeded in attaining. They also hope to secure far more schooling than it is probable that they will be able to secure.

4. The statements of the boys as to life work which they hope to enter appear to be reliable in general and unreliable in detail as guides for the formulation of courses of vocational education.

The choices of the girls are of less value both in general and in detail.

5. An analysis of the available data indicates that most of the girls and substantially half of the boys desire to enter occupations for which the schools already offer somewhat adequate preparatory training.

6. About one-half of the boys desire to enter industrial work for which general industrial preparation can be given.

7. It is recommended that the city establish courses of preparatory industrial training in its junior and senior high schools through utilizing for educational purposes the work that is incidental to the maintenance of the public schools.

8. This work can be instituted at slight expense and the major part of its cost can be defrayed from the building fund.

## CHAPTER XIV

### EDUCATIONAL EXTENSION

The school plant of this city represents an investment of more than \$1,000,000. It is in use less than one-eighth of the time. No one would be so foolish as to argue that it could be profitably used every hour of the day and every day in the year, but there is little doubt that the community could profitably secure more service from these costly buildings and extensive grounds. In the evenings, on Saturdays, and during the summer months the school buildings and grounds can be made to serve the community in more ways and for a greater proportion of the time than they do at present.

#### PRESENT WIDER USE ACTIVITIES

Already Springfield has done more than most cities to utilize her school buildings. The records show that during February, March, and April of the present year the school buildings have been used 73 times for public purposes other than teaching. There have been 13 afternoon meetings of patrons' clubs, 26 lectures or entertainments, five first-aid classes conducted by the State Mine Rescue Commission, and 23 neighborhood meetings. In addition school buildings have been used six times for registration and polling places. This record is a distinctly creditable one and indicates lines along which further progress may well be made.

#### EVENING SCHOOLS

For several years classes in elementary subjects have been conducted in the evening. They have been largely attended by foreign-born young people and have been run from October to April. Previously they were kept open five evenings each week but during the past two years this has been reduced to three evenings. During these two years the work has been extended to include classes in cooking, sewing, manual training, mechanical drawing, bookkeeping, and shop work. All this work yields large educational returns on the investment and should be

extended. It would be increased in efficiency if put in charge of one person who was made responsible for its successful administration. Such schools carried to their highest development may open doors of opportunity to all who wish to increase their own knowledge and efficiency in almost any subject.

#### VACATION SCHOOLS

Last summer 28 boys paid \$1.50 each for a six weeks' course in manual training in the shops in the Lincoln school yard. The average daily attendance was 25. This indicates the support which might be given to vacation schools in this city. The experience of other cities shows that vacation schools may become a most useful and important part of the school system. They enable children to make up deficiencies so that they can go on with their classes in September instead of having to repeat the work of a half year and in some cities they enable the brighter children to make such rapid progress that they complete four grades each three years. Moreover, it has been found that where these schools are well conducted children profit more both physically and intellectually by attending school during the summer months than by spending their time aimlessly about the streets. There are many reforms that Springfield should undertake before attempting to secure permission to keep the schools open during all the year but experiments in that direction might well be undertaken immediately.

#### THE USE OF SCHOOL GROUNDS

Nearly all of the school yards are sufficiently large for the conduct of school athletics and all kinds of play activities. The city is indeed fortunate in having had for years boards of education that appreciated the value of securing ample school grounds. Most of the school yards are sadly in need of being re-planned in such a way as to devote part of their areas to grass and flowers and other parts to playgrounds and play equipment. Among the 20 elementary schools nine have at present a small amount of playground apparatus while the other 11 have none. Neither the grounds nor the equipments are being used anything like as extensively as they ought to be. Almost no provision is made whereby the children can play on the grounds after school hours, on Saturdays, or during the summer vacation. This means that the city has a large investment that could be advantageously used but is at present lying idle most of the time.

### THE TEACHING OF GAMES

At present little is done in the way of teaching games to the children. At recess the play in the yards is unorganized and chiefly consists of scuffling and running about by the boys and running and screaming by the girls. Most of this is not seriously harmful but certainly it is not particularly beneficial. The trouble is that the children want to play but do not know what to do. This condition provides an opportunity which could be well utilized by giving the teachers practical instruction in the teaching of suitable games and arranging for a systematic assignment to yard duty during recess periods.

### SCHOOL ATHLETICS

All of the elementary schools except the Matheny, Pryor, and Teachers Training have either football, basketball, or baseball teams and some of them have all three. The activities of these teams are not carried on under any athletic organization. In general the arrangements for the games are left to the boys but in some instances the principals attend the games and help in arranging them.

The high school has an athletic association governed by faculty members and students. It has no athletic field and the boys are compelled to use the state fair grounds for outdoor meets and the armory for indoor games. There are no athletics for girls in either the high or the elementary schools except that the school board has an arrangement whereby the high school girls are permitted to use the gymnasium of the Y. W. C. A. building on certain days.

Some better provision for school athletics ought to be made. Play, games, and physical competitions properly conducted constitute a most important portion of the education of the boy and girl.

### PARENT AND NEIGHBORHOOD ASSOCIATIONS

During the past year the patrons' clubs connected with the different schools of the city have raised some \$1,300, which is being expended for the benefit of the schools. These organizations have helped to purchase stereopticon slides, pianos, pictures, and phonographs as well as to pay for lecture courses. Moreover, the meetings of these organizations have gone far toward familiarizing the parents with the needs of the schools and in-

creasing the appreciation of the community for its educational system. It is in accord with the policy of the board to encourage the principals in this work and this policy should be continued and the work fostered.

#### SCHOOLS AS BRANCH LIBRARIES

The public library co-operates with the schools by supplying selected sets of books for use by the pupils. This co-operation may well be extended. There are at present eight branch libraries in the schools while in three of the other buildings there are libraries of considerable size and importance belonging to the schools. In some of the large cities the superintendent of schools is ex-officio a member of the library board and through this arrangement the co-operation between the schools and the library is greatly facilitated. The same result could be brought about in Springfield if the board of directors of the library should voluntarily make a similar arrangement.

#### THE USE OF SCHOOLS FOR ELECTION PURPOSES

During the election of April 7, 1914, four of the schools were used as polling places. At that election the total expense for the renting of private premises for registration, voting, and revision was \$371.50. Probably a considerable proportion of this expense might have been saved by using other school buildings as polling places. In this use the civic and educational gains are even more important than the economic ones. Over 30 cities now use some of their school buildings for election purposes. In Chicago 75 school buildings were so used last April while in Boston many of the schools have been used for voting purposes for a number of years and a suitable equipment has been provided which is stored away in the basements when not in use. Springfield may well join with her sister cities in the widest civic utilization of her expensive school plant.

#### REGULATIONS FOR THE USE OF SCHOOL BUILDINGS

The board of education has drawn up regulations covering the use of school buildings which are in the main thoroughly satisfactory. The only change that seems advisable is to modify them so as to bring them in accord with the following policy:

In letting school buildings to outside organizations there are three arrangements which are increasingly recommending them-

selves as embodying the best policy for a board to pursue in this regard.

1. Free use of school accommodations may well be given to all educational and non-exclusive recreational and social activities under the auspices of organizations allied with the educational system.

2. The use of accommodations at cost should be afforded to private organizations actively promoting community welfare and individual culture.

3. Privileges should be let at a profit to organizations of a religious, political or industrial character under regulations which prevent damage to the property.

The regulations now in force provide in effect for use under the first two classes. They might well be extended so as to include the third, both from the standpoint of the income which would result from such use and the benefits to the community which would accrue from the offering of such privileges.

#### SUMMARY AND RECOMMENDATIONS

1. The school plant and school grounds represent an investment of more than \$1,000,000 and should be used more hours in the day and more days in the year so that the community may receive a larger return on its investment.

2. Among the ways in which buildings and grounds may be more extensively used may be mentioned more evening school work, the organization of vacation schools, the use of school yards as playgrounds, the organization of branch libraries in the schools, the utilization of the buildings for meetings of parent and neighborhood associations, and the use of school houses as polling places.

3. The board of education should employ a director of physical training thoroughly versed in school athletics and playground work. He should coach the teachers, organize a grammar school athletic league, and have charge of the summer playgrounds in school yards and park spaces. This latter phase of the work should be done in co-operation with the park board.

4. The school grounds should be re-planned so as to devote part of their areas to grass and flowers, and other parts to playgrounds and play equipment. In addition there should be one centrally located athletic field for use by high school students and for the inter-school games of the entire city.

5. Some arrangement should be made whereby well qualified teachers may be assigned to supervise after-school play and athletics on the school playgrounds. For this work they should receive extra compensation which might amount to about \$1.50 to \$2.00 per afternoon. For similar work New York City pays \$2.50.

## FORMS USED IN CONDUCTING INVESTIGATION

### PHYSICAL CONDITIONS OF CLASSROOMS—SPRINGFIELD, ILL. MARCH, 1914

Building.....	Teacher.....	Room No.....	Grade.....	
Av. Attendance.....	No. Sittings: Adjustable.....	Non-Adjustable.....	Total.....	
Length....ft.	Width....ft.	Height....ft.	Floor Area....Sq. Ft.	Cubic Contents....Cub. Ft.
Sq. Ft. of Floor Area per Sitting.....	Sq. Ft.			
Cubic Ft. of Air Space per Sitting.....	Cub. Ft.			
Total Window Area.....	Sq. Ft.	Distance from Top of Window to Floor.....	ft.	
Sq. ft. of Floor Area for each Sq. Ft. of Window Area.....	Sq. Ft.			
Windows at Left, Back, Right, or Front of Children.....				
Lineal Ft. of Blackboard.....	ft.	Lineal Ft. per Sitting.....	ft.	
Inches from Base of Blackboard to Floor.....	inches.			
Do Seats Project under Front Edge of Desk.....	How Far?.....	Inches		
How Many Pupils Cannot Easily Rest Feet on Floor.....				
Distance from Rear Seat to Rear Wall.....	ft.			
Color of Walls.....	Color of Ceilings.....	Color of Window Shades.....		
Do Shades Roll from Top or Bottom.....	Has Room a Thermometer.....			

CARD 4 BY 6 INCHES

PHYSICAL PLANT AND EQUIPMENT, BUILDINGS--SPRINGFIELD, ILL. MARCH 1914

Building \_\_\_\_\_ Principal \_\_\_\_\_  
Total number of sittings in classrooms \_\_\_\_\_ Seating capacity of assembly room \_\_\_\_\_  
Average attendance: boys \_\_\_\_\_ girls \_\_\_\_\_ Average enrollment: boys \_\_\_\_\_ girls \_\_\_\_\_  
Classrooms: First floor \_\_\_\_\_ Second floor \_\_\_\_\_ Third floor \_\_\_\_\_ Total classrooms \_\_\_\_\_  
Has principal room for office? \_\_\_\_\_ Location of assembly room \_\_\_\_\_  
Heating system: hot air furnace, direct steam, indirect steam \_\_\_\_\_  
Thermostatic regulation \_\_\_\_\_ Humidification \_\_\_\_\_  
Ventilation: window, gravity, plenum fan, exhaust fan \_\_\_\_\_  
Location of fresh air intake \_\_\_\_\_ Location of cloakrooms \_\_\_\_\_  
How ventilated \_\_\_\_\_ Location of toilets \_\_\_\_\_  
Toilets: Number seats for boys \_\_\_\_\_ Number seats for girls \_\_\_\_\_ Automatic flush \_\_\_\_\_  
Number of individual urinals for boys \_\_\_\_\_ Do urinals have automatic flush? \_\_\_\_\_  
Material of walls and divisions of urinals \_\_\_\_\_ of toilet floors \_\_\_\_\_  
Number feet of urinal trough \_\_\_\_\_ Material of urinal trough \_\_\_\_\_  
Number of wash basins \_\_\_\_\_ Individual soap provided \_\_\_\_\_ Individual towels \_\_\_\_\_  
Number of bubbling fountains \_\_\_\_\_ How often are windows washed? \_\_\_\_\_  
System of cleaning employed \_\_\_\_\_  
How often are floors washed? \_\_\_\_\_ Are floors ciled? \_\_\_\_\_  
Stairways of fireproof material? \_\_\_\_\_ Are stairways enclosed? \_\_\_\_\_  
Material of enclosure \_\_\_\_\_ Handrails both sides \_\_\_\_\_ Center handrail \_\_\_\_\_  
Width of stairways: first floor \_\_\_\_\_ second floor \_\_\_\_\_ Width of steps \_\_\_\_\_  
Height of risers \_\_\_\_\_ Width of corridors \_\_\_\_\_ Corridors unobstructed \_\_\_\_\_  
Fire escapes: number and kind \_\_\_\_\_  
Signal connection with fire department \_\_\_\_\_ Inside hose equipment \_\_\_\_\_  
Chemical extinguishers \_\_\_\_\_ Automatic sprinklers \_\_\_\_\_ Automatic fire alarm \_\_\_\_\_  
Heating plant separated by fireproof walls, ceilings, and floors? \_\_\_\_\_  
Is building of fireproof construction? \_\_\_\_\_ of fire retarding construction? \_\_\_\_\_  
Material of outside walls of building \_\_\_\_\_ of floor beams \_\_\_\_\_  
Gymnasium facilities \_\_\_\_\_ Area of playground \_\_\_\_\_  
Area of site \_\_\_\_\_ Area of space occupied by building \_\_\_\_\_ Date of construction \_\_\_\_\_



GIRLS-AGE AND PROGRESS-SPRINGFIELD, ILL.—MARCH, 1914

SCHOOL	TEACHER	GRADE	AGES												TOTAL	
			5 K. H. Noll	6	7	8	9	10	11	12	13	14	15	16	17	18
1																
2																
3																
4																
5																
6																
7																
8																
9																
10																
11																
12																
13																
Total																

**Instructions.** The object is to find how long the children of each age have attended the elementary schools, disregarding the kindergartens. Use a separate blank for each grade, even if there are two or more grades in the room, but disregard A and B divisions. Record ages as of the last birthday, and count as a year's attendance any time exceeding one-half a school year beginning with the child's first entrance into any school, public or private. Disregard any period less than one-half a year. Begin with the children of the lowest age in the grade, record the number of them that have attended for each given number of years, and so on for the children of each of the other age groups.

CARD 5 BY 8 INCHES, BLUE FOR BOYS AND WHITE FOR GIRLS

## INDEX

- Ages of children, 46; of teachers, 59**  
**Appointment of teachers, 60**  
**Architect, 22**  
**Arithmetic, tests of, 77, 88**  
**Assistant superintendent, 66**  
**Athletics, 143**  
**Attendance in all schools, 5; officer, 18; by grades, 47; by schools, 51**  
**Attorney of board, 16**  
**Auditoriums, 39**  
**Birthplaces of fathers, 125; of 13 year old children, 126.**  
**Blackboards, 34**  
**Board of education, resolution, 1; committees of, 13; offices of, 15; bookkeeper of, 16**  
**Bonding, 101**  
**Bookkeeper of board, 16**  
**Census, school, 20, 46**  
**Certification of teachers, 60**  
**Choices of occupations, 127**  
**Classes, size of, 56**  
**Classrooms, 22**  
**Collection of funds, 100**  
**Collinwood fire, 36**  
**Commercial preparation, 134**  
**Compulsory education, 18**  
**Concordia College, 5**  
**Corridors, 23**  
**Cost of survey, 3; of high school subjects, 114**  
**Course of study, description of, 84; test of, 86; in high school, 112**  
**Dental clinic, 105**  
**Disbursement of funds, 100**  
**Discipline, 71**  
**Dropping out, 52**  
**Elections, use of schools for, 144**  
**Elimination, 52**  
**Evening schools, 141**  
**Exceptional children, classes for, 107**  
**Expenditures, 92**  
**Eye clinic, 107**  
**Fathers, birthplaces of, 125**  
**Filing system, 17**  
**Financial administration, 92**  
**Fire drills, 38**  
**Fire protection, 36**  
**Floors, 33**  
**Free textbooks, 90**  
**Fundamentals in arithmetic, 78**  
**Furniture, 33**  
**Games, teaching of, 142**  
**Geography, 88**  
**Girls, occupational choices of, 131**  
**Grades, 47; of 13 year old children, 124**  
**Grounds, use of, 142**  
**Handwriting tests, 74**  
**High school, 109**  
**History, 89**  
**Hooks, coat, 34**  
**Humidity, 30**  
**Illiteracy, 19**  
**Illumination tests, 26**  
**Industrial distribution of workers, 127**  
**Industrial education, 134**  
**Industrial preparation, 134**  
**Instruction, quality of, 68**  
**Intermediate schools, 117**  
**Janitors, work of, 32; school for, 44**  
**Junior high schools, 117**  
**Leaving school, 52**  
**Librarian, branch, 144**  
**Library in high school, 114**  
**Lighting, 24**  
**Lincoln School, lumber in, 41**  
**Lumber, second hand, 41**  
**Machine shop in high school, 110**  
**Map of Springfield, 6**  
**Medical inspection, 104**  
**Neighborhood associations, 143**  
**Nurse, 104**  
**Occupational choice of girls, 131**  
**Occupations, choices of, 127**  
**Offices of board, 15**  
**Opposition to junior high schools, 121**  
**Over-age children, 48**  
**Panic bolts, 38**  
**Parents associations, 143**  
**Parochial schools, 5, 9**

- Per capita costs, 96
- Per capita wealth, 94
- Photometer tests, 26
- Physical examinations, 104
- Physical training, director of, 145
- Preparation of teachers, 62
- Private schools, 5, 9
- Privies, 35
- Professional preparation of teachers, 134
- Progress records, 55
- Promotions, 56
- Reasoning tests in arithmetic, 79
- Receipts of school funds, 98
- Recitations observed, 72
- Regulations for use of buildings, 144
- Retardation, 48
- Salaries of teachers, 61
- Sheathing in Lincoln School, 41
- Size of classes, 56
- Slow children, 49
- Special classes, 50, 107
- Specifications, 42
- Spelling, tests of, 71, 73, 87
- Stutterers, 108
- Superintendent, 2, 66
- Supervision, 65
- Supplies, purchase of, 17
- Survey, cost of, 3
- Survey staff, 2
- Taxes, 92
- Teachers, ages, 59; experience, 60; certification, 60; appointment, 60; tenure of office, 60; training school, 60; salaries, 61; preparation, 62; typical, 64; in high school, 111
- Teaching, quality of, 68
- Temperature tests, 29
- Tenure of office of teachers, 60
- Tests, illumination, 26; temperature, 29; humidity, 30; spelling, 71, 73; handwriting, 74; arithmetic, 77; course of study, 86
- Textbooks, 90
- Thirteen year old children by grades, 124
- Time allotment, 85
- Toilets, 35
- Training school, 60, 64
- Treasurer, 100
- Ungraded classes, 108
- Urinals, 35
- Vacation schools, 142
- Vaccination, 105
- Ventilation, 31
- Visits to classrooms, 68
- Vocational education, 120, 123
- Water for drinking, 32
- Wealth, per capita, 94
- Wider use of school plant, 141
- Windows, area, 24; location, 25; cleaning, 32

# CARE OF MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS IN SPRINGFIELD, ILLINOIS

A STUDY BY THE NATIONAL COMMITTEE FOR MENTAL  
HYGIENE

WALTER L. TREADWAY, M.D.

Assistant Surgeon, U. S. Public Health Service



THE SPRINGFIELD SURVEY  
MENTAL HYGIENE SECTION

DEPARTMENT OF SURVEYS AND EXHIBITS  
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## FOREWORD

It was considered desirable to include in the social survey of Springfield a special study of the methods employed in dealing with mental deficiency, insanity, and alcoholism. While mental deficiency seems most obviously related to educational issues, and insanity and alcoholism to the question of caring most efficiently for the sick, there are in reality few of the social activities of a community which do not have to deal at some time with abnormal mental conditions.

Defects and disorders of the mind lead frequently to conflicts with the environment. As our chief mechanism for dealing with individuals who come into conflict with their environment is that constituted by the courts and the police, the problem of mental deficiency very often complicates that of crime. The relief of such long-continued illness as insanity, usually tests, sooner or later, most of the different agencies of a community for the treatment of the sick and the care of the dependent. A careful study of the methods employed in dealing with mental deficiency and insanity throws light, therefore, upon the efficiency of many social agencies with which they do not, at first glance, seem especially concerned.

As mental deficiency and insanity constitute a special field in social work as well as in medicine, the National Committee for Mental Hygiene was requested to outline the scope and provide the expert services for conducting this part of the Springfield Survey. Through the courtesy of Surgeon General Rupert Blue of the United States Public Health Service, it was possible for the National Committee for Mental Hygiene to secure the services of Dr. Walter L. Treadway, a commissioned medical officer of that corps, to make this special study. Dr. Treadway brought to his task not only special knowledge of mental diseases and mental deficiency but personal familiarity with

## **FOREWORD**

local conditions, through the fact that, before entering the government service, he had been a member of the medical staff of the Jacksonville State Hospital for the Insane which receives patients from the city of Springfield.

The time at Dr. Treadway's disposal was too limited to permit an intensive study of any of the phases of mental deficiency and insanity dealt with by the social and civic agencies of Springfield, but his general survey of the situation and the recommendations which he makes in his report for dealing with these conditions more effectively and more humanely cannot fail to impress those who desire to see this city meet its obligations to the most unfortunate of its citizens and take its place among the communities which are dealing with the problems of their care with progressiveness, enlightenment, and definite purposes.

Dr. Treadway desires to express his thanks to those who so kindly aided him in his investigations in Springfield: to the board of education and teachers in public schools for co-operation in the study of the problem of mental deficiency; to Judge J. B. Weaver of the county court, Dr. H. B. Carriel, superintendent of the Jacksonville State Hospital, Dr. George A. Zeller of the state board of administration, and especially Dr. Frank P. Norbury, whose interest in the care and welfare of the insane of Illinois was of invaluable aid in his investigation of the needs of the insane of Springfield; to the city and county officers who assisted in obtaining information relative to alcoholism; and to Zenas L. Potter of the Department of Surveys and Exhibits, Russell Sage Foundation, whose interest in delinquency materially aided Dr. Treadway in studying mental deficiency in this relation

**THOMAS W. SALMON, M.D.**

Director of Special Studies, National Committee  
for Mental Hygiene.

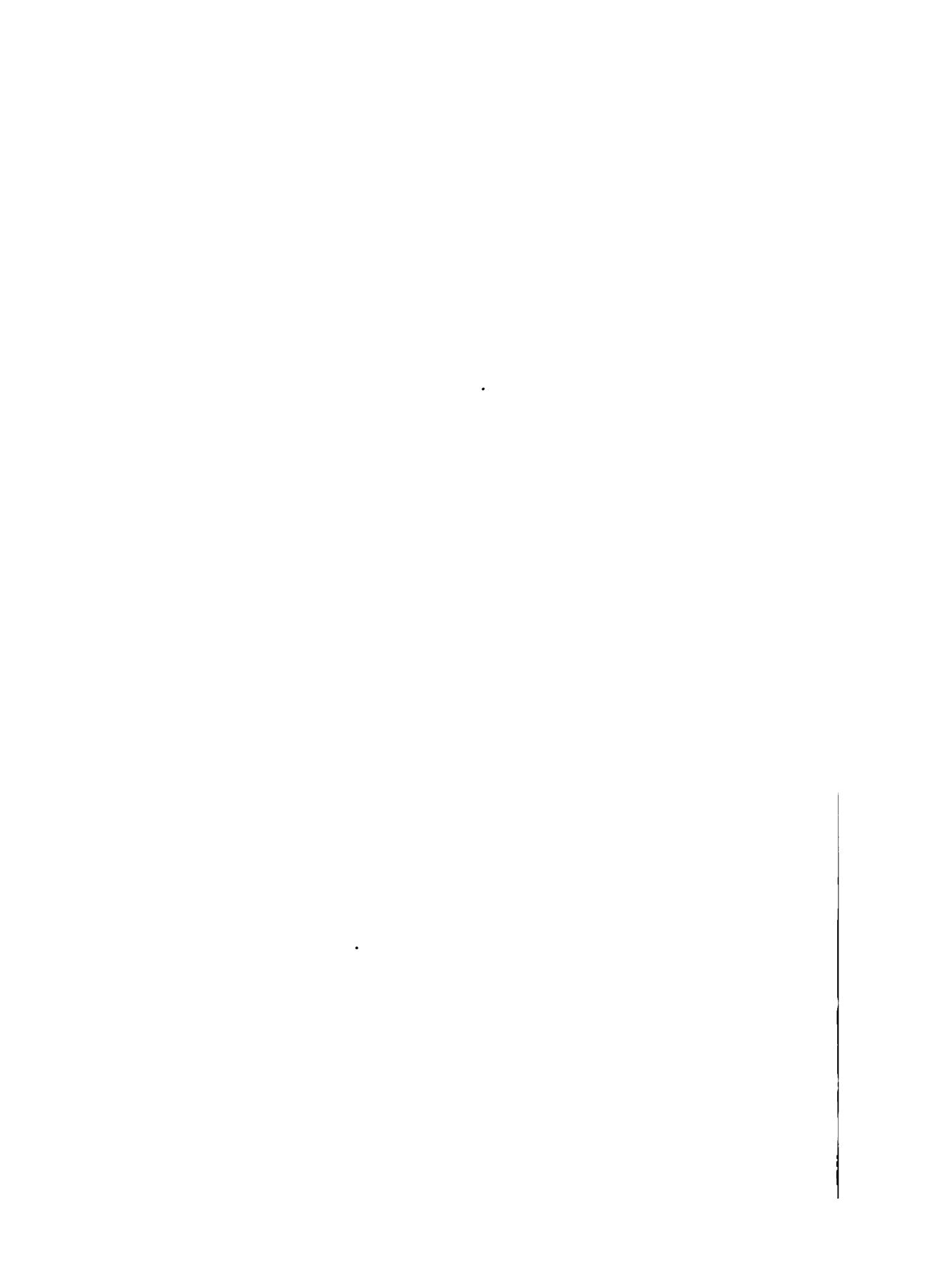
## TABLE OF CONTENTS

	PAGE
<b>FOREWORD. By Thomas W. Salmon, M.D.....</b>	<b>v</b>
<b>LIST OF ILLUSTRATIONS.....</b>	<b>ix</b>
<b>I. Mental Defectives.....</b>	<b>1</b>
What is the proportion of mental defectives in the school population?.....	7
What is being done in the schools to detect abnormal mental conditions?.....	11
What is being done in the schools for the special training of children who are unable to make use of the facilities designed for those of average mentality?.....	13
What is being done for the mentally defective in the community?.....	13
What practical plans can be adopted for securing adequate care for the mentally defective in the school and in the community?.....	17
<b>II. The Insane.....</b>	<b>24</b>
Legal procedure in commitment.....	24
Treatment of early cases of mental disease and those awaiting commitment in general hospitals.....	28
Institutional provisions.....	33
Parole, discharge, and after-care.....	40
<b>III. Alcoholics.....</b>	<b>44</b>



## LIST OF ILLUSTRATIONS

	PAGE
Causes of Mental Deficiency .....	4
Heredity and Mental Defect .....	6
Mental Examination of School Children .....	9
Special Class in an Eastern Public School—Basketry .....	12
Special Class in an Eastern Public School—Sales and shop work .....	15
Special Class in an Eastern Public School—Dramatization .....	18
Special Class in an Eastern Public School—Chair caning .....	19
Special Class in an Eastern Public School—Physical training .....	21
Special Class in an Eastern Public School—Sewing and weaving .....	23
"Annex" to County Jail, Springfield .....	26
Pavilion F, Albany, N. Y., Hospital .....	32
In the Sangamon County Almshouse .....	33
Asylum Care vs. Hospital Treatment .....	35
Dorothea Lynde Dix .....	37



## I. MENTAL DEFECTIVES

An inquiry was made into the facilities for detecting mental deficiency in the school children of Springfield and also into the methods employed in dealing with the child of sub-normal mentality in the schools, in the courts, and in the community. The relation of mental deficiency to delinquency, dependence, and immorality is vastly more important in the years of adult life than in childhood, but the phases of the problems which present themselves in the years of school life are more readily manageable and the school population constitutes practically the only group to which we have access for satisfactory investigation. It was thought wise, therefore, to devote practically all of the brief time at my disposal in this inquiry to questions particularly affecting mentally defective school children.

It may serve to make the report more understandable and the significance of the findings more apparent if a few general facts regarding mental deficiency are very hastily reviewed. Mental deficiency, or feeble-mindedness, as it is more often termed, has been defined as a lack of normal mental capacity due to defective development of the brain. While by far the greater proportion of those who are mentally defective are so because of conditions which existed at birth or because of injury sustained by the brain during birth, it is proper to include also those in whom mental development is arrested or retarded by illness or injury during the early years of childhood.

Mental enfeeblement from such interference with the normal development of the brain varies from the most profound degree, in which there is but the faintest glimmer of intelligence, to that in which the defect is apparent only in the highest levels of mental activity and which is not at all incompatible with ability to acquire a large store of information. Those with the severest types of mental deficiency are termed idiots and, happily, their number is comparatively few.

#### THE SPRINGFIELD SURVEY

Other degrees of mental defect are classified differently by those who approach the problems from different points of view. Those engaged in educational work usually prefer a classification which is based upon a comparison between the actual age of the person in question and his "mental age"; that is, the age of a "normal" child who has about the same degree of intelligence. The average mental development of normal children at different ages has been determined largely by various psychological tests, the best known and most widely used being the Binet-Simon tests.

Our conception of average or "normal" mental development being based upon the results of these tests, a classification has been devised which designates as idiots those whose "mental age" is not more than three years; imbeciles, those whose mental age is from three to seven years; and morons, those whose mental age is from eight to twelve years, the actual age in years being disregarded. The chief faults of this classification are that it is based upon a rather unsatisfactory conception of the "normal" mental development of children and that it does not take into account the very unequal development in different mental fields which is quite frequently observed in normal persons as well as in the mentally defective. This classification is in very wide use, however, and thus it has come to possess the advantage of forming a basis for comparison between different groups of persons examined.

It is not surprising that the person whose intelligence develops only to a degree attained by the average child of eight or ten or twelve is always a misfit in a form of society which has been arranged for people whose minds continue to develop until the retrogressive changes of old age begin. In the schools, while decidedly a misfit, his shortcomings are readily recognized and no more is demanded than his defective brain enables him to do; but in the community, in later life, the sad combination of his childish mind and his adult years inevitably brings him into conflict with laws, customs, and rules of conduct, all of which have been devised for persons whose minds as well as bodies are those of adults. Thus, we often find the mentally defective dependent upon charity because of their inability to care for

#### **MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS**

themselves or to provide against adversity; delinquent, because of their inability to understand laws or their failure to control their acts; and sexually immoral, because of their inability to defend themselves from the advances of others or to deal with the problems of their own sexual life as the standards of the community require. Traits which are admired or at least lightly condoned in real children bring these "mental children," whose bodies have grown up, into all sorts of trouble and, not infrequently, these traits make them a menace to the peace and safety of others.

If mental deficiency were a rare condition it would not tax our ingenuity very much to devise means for the recognition and adequate care of all mentally defective persons; and comparatively little harm would result if we neglected the problem altogether. Unfortunately this is not the case. Although we do not know exactly how prevalent mental deficiency is, a number of estimates by those who have had opportunity to make careful observations in different groups of population may at least be taken as guides. These estimates range from 20 in each 1,000 of school children who are demonstrably mentally defective to two in 1,000 of the general population. And many others are so retarded in their mental development that their progress through school is slow and painful and their success in later life problematical. On the basis of the lowest of these figures the number of mentally defective in the United States is estimated to be at least 200,000.

According to the United States Census Bureau, on January 1, 1910, only 20,000 mental defectives were in institutions especially provided for them. Careful mental examination of a large number of persons in prisons, penitentiaries, jails, and workhouses, made during the last few years, shows at least a third of the number examined to be mentally defective, the "mental age" in many cases being that of little children. At this rate it is likely that not less than 40,000 of the 136,472 persons in prisons, penitentiaries, jails, workhouses, and institutions for juvenile delinquents on January 1, 1910, were mentally defective. As only 26 states have public institutions for these cases, provision is generally made for the severer types in state hospitals for the

# Causes of Mental Deficiency

## Heredity

{ Mental defectiveness  
Insanity  
Epilepsy  
Alcoholism  
Syphilis

## Congenital defects

{ Hydrocephalus  
Microcephalus  
Defects in cerebral substance  
Defects resulting in mental deprivation:  
    Blindness  
    Mutism  
    Deafness

## Injuries During Birth

{ Fracture of skull  
Compression of brain  
Cerebral hemorrhage  
Asphyxia

## Diseases during Infancy

{ Acute infectious diseases:  
    Scarlet fever,  
    Pneumonia, etc.  
Diseases directly affecting the brain:  
    Infantile eccephalitis  
    Meningitis  
    Syphilis  
    Infantile convulsions, etc  
    Epilepsy  
    Malnutrition

## Injuries during Infancy

## Thyroid Insufficiency

#### **MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS**

insane—manifestly unsuitable places. In all states the mentally defective are to be found in county almshouses, often greatly neglected and sometimes subject to abuse. But over and above those thus taken care of it is likely that at least 130,000 are unprovided for in any institutions, suitable or unsuitable.

Such facts give some indication of how profoundly mental deficiency enters into questions of poverty, delinquency, immorality, and other social ills. It is unquestionable that the presence in the communities of this country of 130,000 persons who are all children in "mental age" but, most of them, men and women in actual years, constitutes a problem of the first magnitude. We must learn not only how to recognize and to deal with mental deficiency but how to prevent it.

This short review of a few main facts regarding mental deficiency would be strikingly incomplete without some mention of causes. Many causes are capable of injuring the brain during its period of development, but a great mass of evidence is accumulating which leaves little doubt that heredity is responsible for at least as many cases of mental deficiency as all other causes combined—perhaps more. In most such cases one or both parents are feeble-minded, but in many others the parents while of normal mentality come from families in which mental deficiency exists and so, although they themselves escaped, they can transmit the defect to their children. We can prevent inherited mental deficiency only in three ways: by making those capable of transmitting the condition physically incapable of having any children; by segregating them during their lives in special institutions; or by the creation of a conscience in this matter which will not permit an individual with such heredity to marry. The first two methods can be applied only to those who are themselves mentally defective; the third, it seems, is the only one which will ever be applicable to those who are themselves normal but are capable of transmitting the mentally defective strain.

Our specific inquiries as to the method of dealing with the problem of mental deficiency in Springfield may be stated as follows:

1. What is the proportion of mental defectives in the school population?

THE SPRINGFIELD SURVEY

## Heredity and Mental Defect

The descendants of Martin Kallikak, a Revolutionary soldier (A) his lawful wife and (B) the feeble-minded daughter of an inn-keeper.

(From "The Kallikak Family," by K. H. Goddard)

A

496 direct descendants,  
none mentally defective

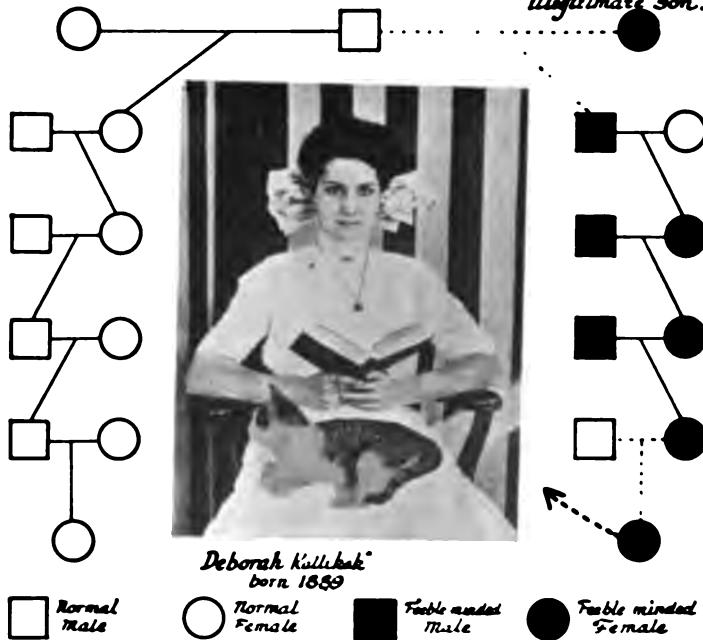
B

480 direct descendants.  
143 feeble minded.  
44 normal  
293 undetermined or  
unascertained

The normal women  
whom he married

Martin Kallikak  
born 1755

The feeble-minded  
girl by whom he had an  
illegitimate son.



#### **MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS**

- 2. What is being done in the schools to detect abnormal mental conditions?**
- 3. What is being done in the schools for the special training of children who are unable to make use of facilities designed for those of average mentality?**
- 4. What is being done for the mentally defective in the community?**
- 5. What practical plans can be adopted for securing adequate care for the mentally defective in the schools and in the community?**

#### **1. What is the Proportion of Mental Defectives in the School Population?**

**THE PUBLIC SCHOOLS.** The average attendance in the public schools of Springfield is 7,082. Of this number, 883 are in the high school and 6,199 in the elementary schools. It was manifestly impossible, in the time allotted for this study, to make the large number of examinations which would be required to determine the number of mentally defective children in the public schools of Springfield. It was thought desirable, therefore, to make use of the time at my disposal in examining the children in those groups in which nearly all mentally defective children in the schools are to be found.

The best group for such a study is that constituted by pupils both over-age and slow. At the time of the school survey there were just 1,000 pupils whose progress through the public schools of Springfield has been slower than the normal.\* Of course many factors contribute to retardation in the schools. Irregular attendance from many causes, late age at entrance, acute illnesses and convalescence, physical defects, and various unfavorable conditions in the home all interfere with satisfactory progress. That a child is over-age and slow is by no means evidence that he is unable to profit by the teaching methods which prove successful for his fellows; but in most schools, including children in all grades up to and through the eighth, about one in eight of the children who are over-age and slow are found by a careful mental

\* Ayres, Leonard P., Ph.D.: *The Public Schools of Springfield*, pp. 48-54. Springfield Survey, Educational Section.

#### THE SPRINGFIELD SURVEY

examination to be mentally defective. It is evident that ordinary methods of instruction are inadequate for the education of such children.

An examination was made of all the children in three typical schools who were both over-age and slow,—one indication of the typical character of these schools being the fact that the per cent of children both over-age and slow in these schools was about midway between the high and the low percentage marks. Twenty-two such children were examined in the Training School, which provides for pupils in the first, second, third, and fourth grades and in which 227 pupils were in attendance in March, 1914, when the school survey was made. Eleven of these proved to be mentally defective.\* Two had hemiplegia (paralysis of one side of the body from disease of the brain) and one had hydrocephalus (dropsy of the brain); all three were unmistakably mentally defective. The other 11 (of the 22) children showed sufficient mental retardation to warrant their instruction in a special class had one been available.

The McClernand School is situated in the same ward as the Training School and had 282 pupils in attendance last March. This school provides for children in the fifth, sixth, seventh, and eighth grades. Fifty children both over-age and slow were brought to attention and examination showed that 10 of them were mentally defective. One of these children had been before the juvenile court. Ten other children were sufficiently retarded mentally to require instruction in a special class had there been one.

The Iles School, which provides for the eighth grade and all grades below it, had 415 in attendance last March. Seventy-three children were both over-age and slow. Examination showed that 14 were mentally defective and 18 others were sufficiently retarded to require instruction in a special class. Three of the mental defectives in this school were colored.

Miss Hietman, the school nurse, kindly volunteered to visit some of the other schools and secure data regarding retarded children. She made observations in the Enos, Hay, and Edwards schools and it seemed to her that the proportion of mentally

\* No attempt was made to state the formal degree of the mental defect in the cases found to be defective.

MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS

## Mental Examination of School Children

*Results of examination, by Binet-Simon tests, of 1586 school children in New Jersey (H. H. Goddard)*

*Numerals in black type indicate the number of "normal" and "backward" children. By "Mental ages" is meant the age determined by the Binet-Simon tests.*

*The children examined were taken without selection from the schools of a city of 5000 population and from rural districts with the same population.*

Actual years	"Mental ages" (years)												Number Examinees	
	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	XIII		
4	0	1	2	2	3								8	
5	2	4	8	40	40	16	4						114	
6	1	0	3	29	48	69	9	0	1	72 or 5%			160	
7		1	2	8	15	114	50	4	3				197	
8			2	2	1	87	86	16	12	3			209	
9				0	0	21	54	56	58	4	2		201	
10					3	15	24	19	124	27	8	2	222	
11						1	4	13	25	50	60	12	1	166
12							4	10	13	42	36	39	0	144
13	<i>"Defective" Children Mental age 3 or more years less than actual age</i>												89	
14								1	1	6	5	4	3	20
15									3	0	1	2	0	6
Totals	3	6	17	81	111	987	256	143	326	155	88	13	1586	

#### THE SPRINGFIELD SURVEY

defective children in these schools was about the same as in those in which careful mental examinations were made.

The mentally defective children in the Training School, the McClelland School, and the Iles School constituted 3.8 per cent of the number of pupils in attendance in March. Although these schools are believed to be typical, the percentage of mentally defective children in the entire school population of Springfield is probably less than 3.8, for the high school was not considered and the proportion of pupils in the upper classes of the elementary schools examined was less than in all the schools. The number of mentally defective children is, naturally, always greater in the lower grades and decreases quite uniformly with successive years of school life, on account of the elimination of the worst cases and the accumulation in the lower grades of those who can be kept in school but who reach their limit in the acquisition of knowledge at an early age. Moreover, because of a relatively higher death rate among older mental defectives, the proportion of defectives among children is greater than the proportion in all the population. The number of children in the three schools examined for whom instruction in special classes would be desirable is about 7 per cent of the entire enrollment of these schools.

It is to be regretted that it was not possible to make an intensive study of each mentally defective child and his home surroundings. Such a study would have given much interesting information regarding some of the relations existing between mental deficiency and social and economic problems. A few notes gathered may, however, be of some interest.

The parents of several of these children are known by the teachers to be intemperate. One of the mentally defective children in Iles School has a brother at home who was considered an idiot. The father of these children has chronic alcoholism. Both parents of another mentally defective child in this school are intemperate. Two of the mentally defective children examined are cousins; the brother of another one had been a remarkably precocious child and was considered a "prodigy" although he was afflicted with some disease characterized by convulsions from which he died at an early age. One mentally

#### **MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS**

defective child (a colored child) has two brothers who are excluded from school on account of tuberculosis. The mother of one of the mentally defective children is thought to be insane. One of the children examined had a pathological mental condition characterized by fears. Although such conditions in children are serious and not infrequently are the forerunners of insanity, no treatment had been provided. Another mentally defective child had chorea (St. Vitus' dance).

**OTHER SCHOOLS.** The Home for the Friendless, an institution supported by private philanthropy, sheltered 80 children at the time of my visit. This institution is intended for those under ten years of age but a few older children are usually present. When the children in this institution reach school age they are enrolled in the public schools of Springfield. During the year preceding my visit three mentally defective children had been sent from this institution to the Lincoln State School and Colony. All the children present at the time of my visit were examined. One was obviously defective and another belonged to that group generally described as "psychopathic children." It was reported at the Stewart School, which the children from the Home for the Friendless attend, that a large number are over-age and slow, a fact bearing out observations made in many other places regarding the mental condition of so-called "institution children."

The Redemption Home, an institution for women, had at the time of my visit, 12 children. All were examined, and one was found to be mentally defective. I was informed that this child was soon to be sent to the Lincoln State School and Colony.\*

#### **2. What is Being Done in the Schools to Detect Abnormal Mental Conditions?**

This question may be quickly answered by the statement that up to the time of this inquiry practically nothing had been done in Springfield to ascertain the prevalence of mental deficiency among the school population and its relation to retardation in

\*See companion report, Charities in Springfield, Illinois, by Francis H. McLean (The Springfield Survey); description of institutional care of dependent children in Springfield, by Florence L. Lattimore.

#### THE SPRINGFIELD SURVEY

progress through the schools. Miss Emma G. Olmstead, a critic teacher in the Training School who has undertaken some special work in mental deficiency at Columbia University and at the Lincoln State School and Colony, was able to examine a few school children in Springfield and to grade them according to the Binet-Simon scale. Miss Olmstead has recently severed her connection with the Springfield board of education, but Miss Emma B. Grant, who was Miss Olmstead's assistant, is much interested in backward children and their recognition and train-



**SPECIAL CLASS IN AN EASTERN PUBLIC SCHOOL**  
These mentally defective or retarded children find happiness in learning to do useful work

ing. She has been unable thus far, however, to secure the special training so necessary for effective work in this field.

While no steps have been taken to provide facilities for the recognition and special training of retarded and mentally defective children, many of the teachers are fully informed regarding the work under way in other cities in dealing with these questions and they would welcome the establishment of special classes. While some teachers may very properly regret the necessity of spending upon the retarded and defective children the many

## MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS

hours of extra time which their condition demands and which could be much more profitably employed in the regular work of their classes, I was deeply impressed with the cheerfulness with which they perform the unnecessary and almost fruitless labor which the presence of feeble-minded children in normal classes entails.

### **3. What is Being Done in the Schools for the Special Training of Children Who are Unable to make Use of the Facilities Designed for those of Average Mentality?**

The answer to this question must be the same as to the one which preceded it; up to the time of this inquiry practically nothing along this line had been done in Springfield.

### **4. What is Being Done for the Mentally Defective in the Community?**

The presence in the schools of mentally defective children for whom no special provisions are made interferes seriously with school work, and undoubtedly normal pupils suffer in various ways from the failure to establish special classes for these pupils; but it can be said that the mentally defective children themselves are often safer and happier in the schools and of less danger to the community than they will ever be in later life. Outside the schools lie the most serious problems of mental deficiency.

Compulsory attendance at school is required by the state law of Illinois from the ages of seven to sixteen years, but permits to leave school for work may be secured after the age of fourteen.\* In the absence of a thorough and satisfactory school census it is impossible to ascertain how many children there are in Springfield who do not go to school;† as a result, the truancy work is very unsatisfactory. There is a truant officer who investigates each case referred to him and brings to the juvenile court cases in which a warning is not sufficient to ensure attendance. "Records show that summons or warrants for parents are seldom issued, and when they are and the parents are brought into court the judge almost invariably discharges the cases or at most sen-

\* Ayres: *The Public Schools of Springfield*, pp. 18 and 19.

† Since April, when this study was made, a more satisfactory school census has been taken.

#### THE SPRINGFIELD SURVEY

tences the parents to pay a fine and then suspends the sentences."\*

The juvenile court was established in 1897. The average number of cases brought before it is about 600 a year. Dependent children as well as delinquents are dealt with by this court, which has jurisdiction over widows' pensions, but it is estimated that at least 30 per cent of the children are delinquents. In 14 cases in 1913, mental deficiency was so noticeable that the condition was mentioned in the records but, nevertheless, not all these children were sent to the Lincoln State School and Colony. All informal complaints against children are made to the probation officer who of course has no training to enable her to recognize mental deficiency. Complaints are made by parents, other relatives, neighbors, the police, school officers, and agents of humane societies, and it can easily be imagined what a wide range of offenses and misdeeds are considered by this court.

The judge of the juvenile court has taken some pains to inform himself on the subject of mental deficiency. He has visited the institutions for defectives and delinquents in the state and has familiarized himself somewhat with the Binet-Simon tests of intelligence. Of course this does not enable him to determine the existence of mental deficiency except of the types recognizable to almost any person; but even if he possessed the training to enable him to make a superficial mental examination he would be seriously handicapped by the fact that the probation officer makes no investigation of the family history of suspected children and is not sufficiently informed to enable her to make enquiries which would bring out important facts in the heredity or early lives of these children. In spite of the fact that wherever there have been careful mental examinations of delinquent children the proportion of mental defectives has been found to be ten or more times as great as in the public schools, the judge of the juvenile court has seldom had a medical examination made.†

\* Ayres, p. 19.

† A difficulty in securing such examinations, however, is encountered by the court since there is no provision for paying for them. One physician in the city has made a few examinations free. In the companion report, *The Correctional System in Springfield, Illinois*, by Zenas L. Potter (*The Springfield Survey*), changes in the law to allow the judge to secure such examinations at county expense in case parents are not able to pay are recommended.

#### MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS

It is required by law that such an examination shall be made of all cases sent to the Lincoln State School and Colony, but very rarely are other cases examined.



SPECIAL CLASS IN AN EASTERN PUBLIC SCHOOL  
For mentally defective or retarded children

I visited the Sangamon County Detention Home which has been established very recently and is under the supervision of the county court. It is a seven-room residence, pleasantly situated. The matron and her assistant have had experience in caring for delinquents in the State School for Girls at Lake Geneva and the St. Charles State School for Boys. At the time of my visit in April, 1914, there were four dependent boys in the detention home, none of whom were mentally defective. But the superintendent, who had been in charge about two months, informed me that two of the three delinquents cared for during that period were, in her opinion, mentally defective.\*

Fourteen children were on probation. Their ages ranged from nine to twelve years, and nine of them had committed more than

\* For discussion of other features of correctional work among children in Springfield see Mr. Potter's report.

#### THE SPRINGFIELD SURVEY

one offense. None of these were examined, but one child was said to be mentally defective.

It would be an error to believe that all mentally defective children or even the majority of them become delinquents. If this were so our institutions for juvenile delinquents would need to double their capacity.

Most of the children who are so obviously defective that they are unable to learn are to be found in their homes or in the institutions for the poor. It was not possible to secure the records of such children in Springfield who are outside the schools, but it is believed that very few applicants have been excluded from school for mental deficiency. With compulsory education very lightly enforced, and with an unsatisfactory school census, it is probable that children with mental defect marked enough for their parents to recognize it are never sent to school at all.\* It is estimated that from 10 to 15 mentally defective children have been withdrawn from the schools by their parents or excluded by the board of education during the last school year. Nothing whatever is done for the education, supervision, or training of these children who are denied the benefits of the school system.

A relatively small proportion only of the mentally defective children of Springfield can be cared for in the existing institutions for the mentally defective in the state of Illinois. Each county in the state is entitled to keep a definite number (based upon its population) at the Lincoln State School and Colony. The present proportion for Sangamon County is 23 but there are 37 children from the county in the state institution at the present time. Admission is secured upon application by the county authorities to the State Board of Administration. There has been room for only 17 new admissions during the last five years, so it is apparent that help given this county by the state of Illi-

\* A recent experience in Springfield illustrates the difficulty which is sometimes encountered in excluding such children from school. The board of education decided to exclude a mentally defective child nine years of age. The relatives objected and employed an attorney in the attempt to compel the board of education to reinstate the child. The case did not come to trial after the child's record was presented. A mentally defective boy fourteen years of age was recently excluded from the McClernand School and two other children from the Iles School for the same reason.

#### MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS

nois is quite inadequate. At the county poor farm five mentally defective persons—all adults—were found.

#### 5. What Practical Plans can be Adopted for Securing Adequate Care for the Mentally Defective in the School and in the Community?

**THE SCHOOLS.** The reasons for providing special facilities for the instruction of children who are unable to profit by the methods which are effective in the regular classes are so obvious and are now so generally recognized that it seems desirable to pass at once to the practical question of the organization and administration of such classes. First, it may be interesting to listen to an account of the way *not* to do it, as given by Miss Grace Böhne at the Fourth International Congress on School Hygiene.\*

"The principal realizes the need of individual help with many cases. He accordingly chooses from his school a heterogeneous group of children, some of whom are undoubtedly feeble-minded to a marked degree, others that are constant laggards in the grade, and others who have always given trouble in discipline. Of course since 'there are no bad boys' they must necessarily be feeble-minded.

"This group, not less than eighteen or twenty in number, is segregated usually in the most undesirable room in the building. And to cap the climax, the principal places in charge a teacher whose many years of experience and service have neither improved her disposition, her looks, nor her personality,—one whom he gladly eliminates from his grades and whom he would like to dismiss from service altogether, but his hand is stayed by public opinion, for many have known and loved her in her more efficient years, and do not realize that teachers, too, pass their years of useful service.

"She is then placed in charge of this group with little or no special training and less equipment, and admonished to return them to the regular grades as soon as possible. Here undoubtedly is one of the grossest errors, for no teacher, however skillful, can restore to normality the child with definite brain lesions.

"The principal, the teachers, and the public stand back and watch to see the outcome of this venture. Antagonism from parents and the teachers adds to the problem within the room, the teacher finds herself entirely un-

\* Böhne, Grace: The Relation of the Special Class in the Public Schools to the Community. Fourth International Congress on School Hygiene. Proceedings, Vol. V, p. 606.

#### THE SPRINGFIELD SURVEY

able to cope with the situation, and the school official finds his attempt to benefit the individual far more destructive than constructive."

The first step in the formation of special classes in the public schools of Springfield should be the employment, as supervisor of special classes, of a competent, well trained psychologist who has had special experience with the mentally defective in schools and in institutions for their diagnosis and treatment. A series of careful examinations should then be made of the children in



SPECIAL CLASS IN AN EASTERN PUBLIC SCHOOL  
Where mentally defective children may be in an environment in which they  
are not misfits

all the schools who for any reasons are thought to be suitable candidates for special instruction. The over-age and slow children will furnish by far the greater number of recruits for these classes, but others will undoubtedly be brought to attention who have succeeded in keeping up with their classes but who, nevertheless, are mentally defective and show their defect in emotional, moral, or volitional fields. Examination and classification are difficult tasks requiring not only training but judgment and in-

#### **MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS**

sight. Each child should have at the same time a careful physical examination, especial attention being paid to correctible defects.

With information as to the number of backward and mentally defective children to be provided for, the organization of special classes can be proceeded with. There are several different opinions as to the best means of organizing such classes. In general, it is good policy to place the decision in the hands of the supervisor of special classes and permit her to effect an organization in accordance with her own knowledge of local needs and local difficulties. By some, each special class is regarded as a diagnosis station as well as a place for special training, while others believe that a central class should be established for diagnosis and classification and that the children should be admitted to special classes in the schools most convenient to their homes only after a period of observation in the central class and a fairly accurate estimation of their degree of mental defect and capacity for training.



**SPECIAL CLASS IN AN EASTERN PUBLIC SCHOOL**  
**Providing special work for mentally defective or retarded children**

The great advantage of the former plan is that each class will have a constant inflow and outflow which tends to prevent the

#### THE SPRINGFIELD SURVEY

rather hopeless attitude that sometimes exists in these classes, while at the same time it adds much to the experience and training of the teachers who are to devote themselves to this work. It is the experience of every city in which special classes have been established that nearly as many children go back from the observation class to the regular classes after the correction of some physical defect or the use of some special methods of instruction as are doomed to remain in the special class during their school life. Of course, those who return to the regular classes are not the mentally defective, for it is a point not to be forgotten that mental deficiency is not a curable condition and that the function of the special class is not to attempt to make mentally defective children normal but to fit them to be happier and more useful even with a defect which cannot be removed.

It would seem desirable in Springfield to establish the first special class at the Training School, if that school is continued, and to use it for both a diagnosis and classification station and a class for special training. It should contain not more than 15 pupils, and pupil teachers should be assigned to assist the supervisor. Thus the first class will form a clinic in which those who are to undertake work in classes formed subsequently may be trained. Among the pupil teachers who pass through this class, it is quite certain that a sufficient number will be found who will have the qualifications needed for this work and, what is of greater importance, that sincere interest in it and its aims which is essential in all who are to work successfully in this field.

As soon as teachers with special aptitude are developed by this work and receive the necessary training, new classes should be formed and the supervisor be permitted to give up class work and devote herself wholly to the task of closely supervising the work of all the special classes in the city. Every effort should be made to encourage the teachers who take up this work to increase their information and experience. Visits to the state institutions and summer work at one of the many excellent schools which give special instruction in the subject of mental deficiency should constitute features in their training to be undertaken at the first possible opportunity.

The adoption of such a program by a progressive city needs

#### MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS

no defense at the present time, but failure to do so will soon require explanation, for there are few cities as large as Springfield in which steps are not being taken to organize this work. Some of the results will be immediate and striking and some will be remote but none the less important. Among the first results will be the immediate relief experienced by all the regular classes. Many hours of time which teachers must now devote to pupils with defective brains will be available for the better instruction of normal children. Many children who are not mentally de-



SPECIAL CLASS IN AN EASTERN PUBLIC SCHOOL

In some cases mentally defective children are enabled to return to the regular classes with defects corrected and latent mental resources liberated

fective but who have faulty habits of work, dependent upon early defects of training or physical disturbances, will have their mental processes carefully studied by modern scientific methods and will be enabled to return to the regular classes with defects corrected and latent mental resources liberated. The mentally defective children will be in an environment in which they are not misfits and in which they can be trained to the limits of capacity which their mental defects impose. In some cases they

#### THE SPRINGFIELD SURVEY

will be trained for happier and more useful life in the community; in others they will be fitted for the institutional life which the state must soon provide for those children who, however long they live, can never take up the tasks and responsibilities of adult life.

One of the most necessary factors in dealing effectively with the problem of mental deficiency in the schools is an adequate school census. Such a census is indispensable as a basis for the enumeration of the mentally defective and to determine the relation of mental deficiency to truancy and other forms of juvenile delinquency. In his report on the public schools of Springfield, Leonard P. Ayres urges this, but it seems desirable to add this recommendation from another point of view.\*

**THE COMMUNITY.** The place where the greatest need for expert work in the diagnosis of mental deficiency exists at the present time is in the juvenile court. When we remember how much conduct depends upon the concepts, the control, and the intelligence of the individual, it seems incredible that many thousands of children should pass through the juvenile courts of American cities every year and receive judgment affecting their entire after life without any serious attempt being made to determine their mental condition and its bearing upon the conduct which brought them into conflict with their environment. The present judge of the Springfield juvenile court, as has been shown, recognizes the importance of these facts. It is earnestly recommended that a competent psychologist be employed to examine all children brought before this court in order that in passing upon each case the judge may have trustworthy information as to the real mental development of the child. Only in this way can the judge know if he is dealing with a person whose knowledge and control correspond with his actual age or with an unfortunate child whose body is growing up far in advance of his mind. The number of cases coming before this court would seem to justify the employment of a psychologist for this specific work, but if this is not possible it is suggested that arrangements be made whereby this court can contribute toward the salary

\* As already indicated, the school census taken since this study was made is much more satisfactory than those previously taken.

#### **MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS**

of a psychologist who will supervise the work of the special classes in the schools and also examine cases from the juvenile court.



**SPECIAL CLASS IN AN EASTERN PUBLIC SCHOOL**

In many cases mentally defective children are trained for happier and more useful life in the community

It is very desirable that not only the supervisor of special classes but every teacher engaged in that work should take part in the civic and social activities of Springfield in which the problem of mental deficiency plays an important part. Mental hygiene concerns itself most of all with the child, and teachers of special classes should all become workers in the field of mental hygiene. They should inform themselves upon the other aspects of the problem which they are dealing with from one point of view, and they should lose no opportunity to inform others. In this way the groundwork of popular education will be laid for general participation in the work of securing adequate provisions for the mentally defective and stimulating the state to undertake effective work for the prevention of mental deficiency.

Every child now in the public schools of Springfield who lives

### THE SPRINGFIELD SURVEY

to grow up will become a social unit either in the Springfield of twenty years from now or some other community. It has been seen that the feeble-minded become most often a burden or danger to others and that they are prevented by their mental defect from contributing their share toward the common welfare. No other factor can accomplish so much toward changing this outcome as the immediate establishment of special classes in the public schools.

### II. THE INSANE

Although the facilities for the diagnosis and treatment of most diseases can be studied and their efficiency estimated with comparative ease, this is not true in the case of mental diseases, for the treatment of the insane depends upon two factors which do not have to be considered in other affections. These factors are, (a) the fact that the person suffering from mental disease is often an unwilling patient for whom it is necessary to invoke the law in order that he may receive the treatment which he requires but does not know that he requires; and (b) the slowly dying popular belief that there is something about mental diseases which renders them essentially different from all other forms of illness. A study of the kind of treatment afforded by a community to those of its residents who are suffering from mental diseases must begin, therefore, with an examination of the laws for commitment. After that the facilities for care pending commitment, the facilities for emergency treatment, the institutional provisions for committed cases, and the provisions for parole, discharge, and after-care must be studied in their turn.

#### LEGAL PROCEDURE IN COMMITMENT

Illinois is unfortunate in having one of the least useful commitment laws in the United States. Commitments are made after inquests before juries or commissions,—survivals of the harsh practices of the earliest period in the care of the insane,—and practically no safeguards are provided for the welfare of patients during the period in which their mental condition is being determined or during their transfer to institutions for the insane.

#### **MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS**

**The following is a summary of the Illinois laws regarding commitment:**

No person not legally adjudged to be insane, may by reason of his insanity or supposed insanity be restrained of his liberty, except that the temporary detention of an alleged lunatic is permitted for a reasonable time, not exceeding ten days, pending a judicial investigation of his mental condition.

Any reputable citizen of the county in which a person supposed to be insane resides or is found may file with the clerk of the county court a sworn statement that the person named is insane and requires restraint or commitment to some hospital for the insane. The statement must be accompanied by the names of the witnesses (one of whom at least must be a physician having personal knowledge of the case). When the person alleged to be insane has not been examined by a physician, the judge may appoint a qualified physician of the county to make such examination. The hearing of the case may take place with or without the presence of the person affected as circumstances warrant, but not until he has been notified.

Inquests in lunacy must be by jury or a commission of two licensed physicians. When no jury is demanded, and there appears to the judge to be no occasion for it, he must appoint a commission of two qualified physicians in regular and active practice, who are residents of the county and of known competency and integrity, to make a personal examination of the patient and file with the clerk of the court a sworn report of the result of their inquiries, together with their conclusions and recommendations. The commissioners have power to administer oaths and take sworn testimony. In all cases of inquest by jury, the jury must consist of six persons, and one of the jurors at least must be a qualified physician. Inquests in lunacy may be in open court or in chambers, or at the home of the person alleged to be insane, at the discretion of the court. The judge may require all persons other than the patient, his friends, witnesses, licensed attorneys and officers of the court to withdraw from the room during the inquest.

The jury or commission must furnish the court in writing answers to the interrogatories that may be prescribed by the commission of public charities, and certify to their correctness. The interrogatories must be submitted to the medical member or members of the jury or commission by the court.

The court may, if not satisfied with the finding of the jury or commission, set the same aside and order another inquest.

#### THE SPRINGFIELD SURVEY

Upon the return of the finding of the jury or commission, the court must enter the proper order for the disposition of the person alleged to be insane, and order his discharge with or without conditions, or remand him to the custody of his friends, or commit him to some hospital or asylum.\*

One hundred and thirteen persons were committed by the Sangamon County Court from January 1, 1913, to March 1, 1914. In 110 of these cases a commission sat as a board of in-



"ANNEX" TO COUNTY JAIL, SPRINGFIELD

Large numbers of the insane and persons suffering from acute alcoholism are held here each year—some as long as twenty days in 1913

quest, one was a jury case, and there were two voluntary commitments. The county judge softens the rigors of the Illinois law as much as possible by making use of the commission plan of inquest instead of a jury trial—as he may do in his discretion—

\* Koren, John: *Summaries of Laws Relating to the Commitment and Care of the Insane in the United States*, pp. 64-65. Published by the National Committee for Mental Hygiene, 1914.

#### **MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS**

and by conducting hearings in private. Only relatives and witnesses are permitted to be present. When a complaint is made "charging" a person with insanity, the judge issues a warrant and appoints a commission, setting two o'clock in the afternoon for the hearing. This makes it possible to send the patient to the Jacksonville State Hospital by a train which leaves at half past three the same day, thus avoiding the necessity of temporary detention in the county jail. I was informed that, during the term of the present judge, no insane person had been sent to the county jail after commitment; but that in the case of patients brought into Springfield from rural parts of the county and of those who are brought to attention unexpectedly in the city the county jail is used as a place of detention until the court can appoint a commission and hold a hearing. The following table, taken from the records of the county jail, shows to what extent the jail is thus used.

**TABLE I.—LENGTH OF DETENTION OF INSANE PERSONS HELD IN COUNTY JAIL ANNEX IN 1913**

Days held	Persons	Days held	Persons
23	1	6	6
22	1	5	7
21	1	4	6
12	1	3	12
11	3	2	27
9	2	1	7
8	1		
7	3	Total.....	78

It is seen from the table that 78 persons were held for a total of 350 days or for an average of 4.5 days each.

This practice, whether persons are held either before or after commitment, is most unfortunate, but with the erroneous views held by most people as to the nature of mental disease it is not surprising that it should be permitted. Of course, no one can assert that the confinement of a person with mental disease in a jail is "treatment" in any sense of the word. On the contrary it is distinctly harmful. The jail annex is a two-story building containing six cells. It is cold, dirty, and a most unsuitable place for the care of any sick persons. At the discretion of the county physician, patients may be cared for in this place for

#### THE SPRINGFIELD SURVEY

weeks if it is thought that there is a possibility of speedy recovery and that commitment will not be necessary. It is only ignorance on the part of the public of the simplest facts about mental disease that makes such a practice possible. If it were generally known, for instance, that depressed persons who have delusions of unworthiness and self-condemnation acquire confirmation of their false ideas by such a procedure it is likely that a substitute would speedily be found.

#### TREATMENT OF EARLY CASES OF MENTAL DISEASE AND THOSE AWAITING COMMITMENT IN GENERAL HOSPITALS

The principles underlying modern treatment of acute mental disease are nowhere better stated than in these words by Dr. William A. White:

"Now, as a matter of fact, the so-called insane are mentally diseased, but, as will be inferred from what has already been said, mental disease and that type of social lack of adaptation to which the law has applied the term insanity are by no means co-equal. All of the so-called insane are suffering from mental disease, but there are many persons suffering from mental disease who get along efficiently in the community, and who are not insane and could not be so designated, while there are large numbers of persons who come within the purview of some other group of officials than those that have to do with the state hospitals, and are therefore designated as something else, who could equally be called insane if their path had led in a little different direction. For example, a large number of the so-called criminals are so merely by accident, for, if they had not happened to have done something which ran counter to a statute, their path would in all probability have led to a hospital for the insane. The same may be said of various other classes which have to be cared for by the public.

"It will thus be seen that the problem of mental disease is a large one and far-reaching. It is a problem which has never been adequately attacked from the standpoint of preventive medicine, and yet it is one which economically is of the greatest importance, because no class of people in the community probably cost more in dollars and cents to care for than the so-called insane. As it is at present, however, mental disease goes practically unrecognized, not only so far as our public hospitals are concerned, but so far as a large number of practitioners of medicine are concerned, and

\* White, William A.: *Dividing Line Between General Hospital and Hospital for Insane.* *The Modern Hospital*, March, 1914.

### MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS

no effort is made to help incipient cases previous to a frank outcrop of symptoms which makes their incarceration necessary. In fact, these people have no place to go, except in rare instances, where they may get intelligent advice, and so the problem is not recognized until it becomes self-evident, and by that same token until the period has passed when treatment might avail.

"These preliminary remarks should make it clear to those who are accustomed to dealing with medical facts that the existence of mental disease should be recognized in a practical manner by admitting people for advice and treatment to the various institutions conducted by medical charity on the same basis as patients are admitted for treatment for other and, in many instances, much less important maladies. And when I say they should be admitted on the same basis as other patients, I mean that the various legal restrictions and disabilities from which they are now made to suffer before they can get anything like adequate treatment, should be removed. As it stands today, the patient who falls down on the street and breaks his leg not only may receive prompt and skillful treatment in a general hospital in the city for the asking, but he is almost taken there willy-nilly, so little is his disinclination to go considered as a possibility. The person who is suffering, so to speak, from a broken mind, however, has no place to go. The general hospitals would not take him if they could, for they have no means to handle such cases if they did, they have no understanding of nor any interest in the problems involved, and there is nothing left for the patient to do but to seek admission through the tedious and humiliating process of the law, which brands him, in addition to his mental disability, with a legal disability before he is permitted to receive relief. What wonder is it that neither the patient nor the patient's relatives seek for the relief until it is too late? What wonder is it that they should draw back and hesitate to ask when their request is granted with such poor grace?

"It is self-evident, therefore, that the mentally sick should be permitted the same rights of treatment for their several illnesses as the physically sick, that they should be accorded the same consideration, and that the hospitals of the various cities should be prepared to receive, care for, and intelligently treat them. The subject of mental medicine, however, is a distinct specialty, and it requires close application and study for years to master its principles, and therefore it is natural that a portion of the hospitals should be set aside for these cases, the wards to be in charge of specially trained psychiatrists just as separate portions of the hospital are set aside for other purposes—medical, surgical, obstetrical, or what not, with their respective specially trained men in the problems involved. This means that somewhere in a city of any considerable size there should be wards specially de-

#### THE SPRINGFIELD SURVEY

signed and maintained for the receipt of patients suffering from mental disease. Such wards are usually called psychopathic hospitals. They may be organically connected with the general hospital; they may occupy an isolated position at some distance from the rest of the institution; they may be separate institutions altogether, or they may be constructed separately, but in association with the other buildings of a large general hospital.

"Which of the several plans suggested above is the most desirable is almost always a matter which has to be considered on the merits of the local situation. Our American cities, with their rapid patchwork growth, often present problems that make any solution necessarily a compromise. The ideal arrangement, it would seem to me, is for the city to have a municipal hospital located not too near the heart of the city and not too far away to be accessible, but on ground sufficiently extensive, not only for the present purposes of the hospital, but for all reasonable future growth. The plans of such an institution should include a psychopathic ward.

"The advantages of such an arrangement are manifold. In the first place, the patient goes primarily to the big municipal hospital; he goes to the medical ward if he has pneumonia, he goes to the surgical ward if he has appendicitis, and he goes to the psychopathic ward if he has mental disease. He feels in this environment the influence of the hospital atmosphere, he is where he belongs, he is in an institution conducted for the care of sick people, and this feeling would be doubly strong if the municipality in its wisdom could be induced to withdraw the disabling legal preliminaries. Then, again, his relatives feel more at peace about him when he is here in this big hospital than they would if he were legally committed to an insane asylum. The municipality is, on the face of it, endeavoring to treat a sick man, and not simply to shut up a crazy one. It is the logical, the humane approach, and not the legal, disabling method of turning the back to a disagreeable problem and locking the door."

At present the general hospitals of Springfield not only fail to make special provision for this class of sick persons but they withhold treatment if the condition is known at the time application is made. The Springfield Hospital has refused all mental cases and St. John's Hospital will take a person suffering from mental disease only if the physician in charge of the case will employ a special nurse and assume all responsibility. Alcoholic cases are admitted under exceptional conditions. Nevertheless there are not a few patients in the yearly admissions to each of these hospitals who might be treated with advantage in a psychopathic ward if one were provided. St. John's Hospital,

#### MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS

with a capacity of 250 beds, had 3,800 admissions during the last year and among these patients were 200 with some form of nervous disease. It is planned to increase the capacity of this hospital by the addition of a wing containing eight beds. If a small ward for each sex could be set apart for the treatment of mental cases, the annex of the county jail could be abandoned for this purpose and an exceedingly important step toward providing treatment for any person who fell ill from any cause in Springfield would thus be taken. Two units, each consisting of a small dormitory for four patients and three single rooms with service rooms attached, situated in a portion of the hospital which could be isolated from other wards, would provide the facilities needed. In such a ward not only cases of mental diseases but alcoholics and patients with delirium from any cause could be treated with great advantage.

It is useful to review the admissions from Sangamon County to the Jacksonville State Hospital during the last year with reference to the purpose which such a psychopathic ward could have served. The following list gives the diagnoses in the 108 cases committed to that institution:

Dementia praecox.....	30
General paresis and other psychoses depending upon syphilis.....	22
Conditions depending upon mental deficiency.....	10
Manic depressive psychosis.....	8
Senile psychoses.....	6
Epileptic psychoses.....	6
Psychoses depending upon organic brain disease.....	6
Hysteria.....	2
Infective exhaustive psychosis.....	2
Other psychoses.....	9
Unclassified.....	6
Not insane.....	1
	108

One patient was admitted to each of the following institutions: Kankakee State Hospital, Watertown State Hospital, Elgin State Hospital, and Peoria State Hospital.

It can be seen that many types of mental diseases, including some of the most acute and curable, were represented in these admissions. The patient who was considered "not insane" had a tumor of the brain with some excitement. He should never

#### THE SPRINGFIELD SURVEY

have been sent to a hospital for the insane as he could have been cared for equally well in the wards of a general hospital. Another case of this kind was that of a young man in Springfield who had inflammation of the middle ear (a rather common affection) and suddenly developed acute meningitis. Because he showed marked restlessness as one of the symptoms of his disease he was committed to a hospital for the insane.



PAVILION F

A department of the Albany City Hospital in which mental diseases are treated on the same basis as all other illnesses

The first psychopathic ward in connection with a general hospital to be established in this country was "Pavilion F" of the Albany (New York) City Hospital which has been in operation twelve years. During the year 1913, 341 persons were admitted, the average stay in the pavilion being 23 days. Fifty per cent of all cases admitted recovered or were discharged improved in spite of the fact that many were received in a critical condition. Any city can secure the same results by the establishment of similar provisions. The service which such a ward renders to the hospital is scarcely less important than its service to those with mental disease.

There is no essential difference between certain forms of what

#### **MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS**

we term "insanity" and the delirium which accompanies many of the acute illnesses or is part of the terminal stages of certain organic diseases. The treatment of delirium cannot be carried out satisfactorily in the general wards of a hospital and the measures taken to quiet such patients often have far more reference to the welfare of those disturbed by them than to the welfare of the delirious patients themselves. All this is changed when a psychopathic ward is provided, for a problem which seriously affects the work of the hospital is solved by the simple and effective treatment which can be carried out by physicians and nurses who have special experience and are provided with a few special facilities.



**IN THE SANGAMON COUNTY ALMSHOUSE**  
Cells in the basement used for insane persons

#### **INSTITUTIONAL PROVISIONS**

**SANGAMON COUNTY FARM.** On March 1, 1914, there were 222 inmates of the Sangamon County Poor Farm,—201 males and 21 females. Six men and four women were said to be insane but I ascertained that at least 18 of the inmates were insane. There

#### THE SPRINGFIELD SURVEY

were besides, five inmates who were mentally defective. The insane patients are locked in cells at night,\* but during the day they are allowed the liberty of the grounds and most of them assist in some of the work.

The facilities for the care of the insane in this county almshouse are no better or worse than those of the average institution of this type. Ignorance of the complex disorders from which these patients suffer and lack of appreciation of the requirements of the care of the insane are simply the usual attributes of those who are permitted to have insane patients in their charge without adequate personal training and skilled medical supervision. Some idea of the environment in which these patients pass their lives may be gained from the following quotation from the 1911 official report of the Illinois State Charities Commission.† While some changes in the conditions described below have occurred since 1911, those that persist are sufficiently unwholesome to show this almshouse to be an unfit place in which to care for the insane. The quotation follows:

The Sangamon county almshouse is a brick building, with basement, first, and second floors. It is about fifty years old. . . . The walls are so old that the paint peels from them. . . . A fire would spread rapidly. . . . Ten insane men were caged in the basement on the east side of the house. . . . All the rooms are bare. Each room has several cots. An insane man shared a room with a man who was sick in bed. An insane woman shared a room with a feeble-minded woman and a sane woman. A man with palsy, who is entirely helpless, lay in bed in a filthy condition; and, as his whole body shook, he moaned that the bugs made him sick when they bit him. Opposite him in an adjoining room is a deaf, dumb, and insane boy, who is constantly attended by one of the inmates.

There is no night watchman. The bath tubs are used by all kinds of patients with communicable diseases and by the other inmates who are especially susceptible to such diseases because of their low vitality.

\* This statement, made to Dr. Treadway by the superintendent, on his visit to the Almshouse in April, was changed by the superintendent in a public statement in December, indicating at that time that patients were locked in cells only occasionally "as a matter of discipline."—[ED.]

† Illinois State Charities Commission. Second Annual Report, 1911, pp. 497, 498.

# Asylum Care vs Hospital Treatment

## How the long days are spent



*Idleness and solitude (a County Asylum)*



*Occupation and companionship (a State Hospital)*

#### THE SPRINGFIELD SURVEY

- When I made the inspection it was very warm, but many windows were down because the old people got cold sitting with nothing to do. There is no provision made for artificial ventilation.

The presence of nineteen insane at the almshouse is to be deplored.

The report of the State Charities Commission for last year shows that there were 280 insane cases in the county almshouses of Illinois. The 19 reported by the Charities Commission to be at the Sangamon County Poor Farm constituted 6.4 per cent of the total number although the population of Sangamon County is only 1.5 per cent of the population of the state.

It seems needless to state here the reasons which make almshouses unsuitable places for the treatment of mental diseases. The great advances made in the treatment of the sick have been slow to extend to those suffering from mental diseases, but new standards in the care of the insane spell the early doom of almshouse care in this country. As long ago as 1845 Miss Dorothea Dix, who spent her life in improving the conditions of the insane, said in a report to the legislature of Pennsylvania that almshouses were unfit places for them and that they "never can be made suitable places for the reception and treatment of the insane." Nearly seventy years have passed since then and, while there are still a number of states which permit this to continue, in others, though there is no statutory prohibition, public sentiment will not tolerate such neglect, and many states have laws distinctly forbidding the care of the insane in almshouses.

A recent report of the United States census shows that the number of insane persons in almshouses January 1, 1910, was 3,518, a decrease of 4,914, or 58.3 per cent, since January 1, 1904. It can be safely predicted that before many years it will be as rare to find the insane in almshouses in this country as it is today to find them confined in jails.

Apparently all that Springfield can do to lessen the number of insane persons in the Sangamon County Poor Farm is to demand that a fair proportion be received in the state hospitals; at the same time, to try in every way to secure legislation which will provide accommodations in the state hospitals for all the insane of Illinois now confined in almshouses; and ultimately to secure a statute which will absolutely prohibit almshouse care

**MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS**



**DOROTHEA LYNDE DIX**

**1802-1887**

**A woman who was instrumental in delivering thousands of the insane from  
the degradation and misery of the almshouses**

#### THE SPRINGFIELD SURVEY

for these patients. Twenty additional beds in the Jacksonville State Hospital which could be provided at a total installation cost of not more than \$10,000 would give proper treatment to that number of citizens of the county for whom skilled treatment and nursing has been absolutely lacking, and would make it possible to tear out and burn the cells which are relics of a former age and of a lower conception of our duty to the sick than that which should exist today.

**THE STATE HOSPITALS.** When a commission or a jury in Springfield has declared patients insane the judge commits them to the Jacksonville State Hospital unless for special reasons commitments are made to other state hospitals or the relatives desire patients sent to private institutions. The law requires that the persons who take female patients to a state hospital must be of the same sex, exceptions being made only in the case of a husband, brother, father, or son, but it does not authorize the state hospital to send nurses for cases. The latter practice is extremely desirable but in Illinois and in too many other states the atmosphere of trial and conviction must be carried to the very doors of the hospital in order that the ancient and mistaken conception of insanity as crime and not a disease may be adhered to. There is not the slightest necessity for a sheriff or a police officer to perform this duty, and positive harm not infrequently results. The experiences which patients are undergoing at this time are often the most distressing of their lives. They are usually unable to recognize the true significance of what is being done, and unnecessary accentuation of the police features of commitment and transfer to hospital often colors their entire hospital life, erecting an additional barrier between them and the doctor and nurses who are to conduct their treatment and bring about, if possible, the correction of false ideas.

Ordinary common sense would tell a father not to call upon the police for aid in taking an unwilling child to a hospital. It is quite apparent that such a course would be the one best calculated to make a child resist treatment. But in the case of those whose judgment and perception are already distorted by mental disease and whose hope of recovery sometimes depends most of all upon their co-operation with the doctors and

#### **MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS**

nurses in the hospital, we make use of just this measure. In several states it is expressly provided by law that nurses from the hospitals shall be sent for all cases to be transferred. Among the advantages of this practice is the fact that such nurses are often able to make valuable observations regarding the social and economic conditions of patients and their heredity. They can gather important data from relatives and neighbors as to certain symptoms which the patients have presented and they can sometimes secure information which throws light upon the causes that have brought about mental disease.

The only way in which the citizens of Springfield can aid in securing the authority for this means of transfer is to try to secure the necessary state legislation. In the absence of such a statute, it would seem within the province of the county court to employ nurses for this purpose or it would be a worthy and creditable function for a philanthropic agency. The work done by the Illinois Society for Mental Hygiene in caring for cases in Cook County is a conspicuous example of what can be accomplished by resourceful and experienced workers in this field.

When a patient from Springfield is safely admitted to one of the state hospitals for the insane, the direct responsibility of the community for his welfare is discharged, for the time. I have tried in this report to describe the methods which the community employs for providing treatment during the earliest, and in some ways the most important, stages of mental illness; for the detention of patients whose commitment is pending; and for their transportation to the place of continued treatment. One cannot review these methods without feeling that they contrast very sharply and very unfavorably with those employed in Springfield for extending prompt and effective medical treatment to those who fall ill with other disorders. Some of the causes for this difference are not easily remedied; and indeed, any efforts to do so would be blocked by a commitment law which is not in accord with modern ideas regarding the nature of mental diseases and the needs of the insane. I believe, however, that ways have been pointed out of making material improvements in the way the community discharges its duties towards its insane,

#### **THE SPRINGFIELD SURVEY**

and it can be said that the procedures suggested do not involve any new or untried principles, nor do they require the enactment of any new laws.

#### **PAROLE, DISCHARGE, AND AFTER-CARE**

There remain to be considered the needs of patients discharged or paroled from the state hospitals for the insane, when the city must again assume a certain responsibility for their welfare and for their rehabilitation in their homes and in the community. Before being formally discharged from the state hospitals patients are usually allowed to leave upon a parole of three months. At the expiration of this period a new order of commitment is usually necessary if a patient is to be returned to the hospital, although the county judge may issue such an order upon the old verdict if he is satisfied that the patient is still insane. A patient who is discharged from a state hospital must be provided with suitable clothing and a sum of money not exceeding \$20 to defray his expenses to his home. This sum is charged to the patient if a private patient; otherwise, it is charged to the county. When notified that a patient has been discharged as "cured" the county judge must enter an order restoring the patient to all his rights as a citizen, and if a conservator of his estate has been appointed the conservator must be removed.

When the superintendent of the hospital deems it necessary he has authority to detail a staff physician or other suitable person to visit the home of any patient before his discharge and to advise with the family as to the care and occupation most favorable for the patient's continued improvement. Such visits may be made at any time after discharge or parole. Thus the law provides very well for the establishment of an effective system of "after-care," as this supervision and help after discharge has come to be termed, but at present the state provides no funds for the employment of physicians or nurses for this duty.

On March 1, 1914, there were 14 patients on parole in Springfield. The number of patients who return to Springfield every year from the Jacksonville State Hospital is about 70. About 20 of these patients are considered by the hospital authorities to have recovered; about 40 have not recovered but have im-

#### **MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS**

proved sufficiently to enable them to return to their homes; and the remaining 10 are removed by their relatives for one cause or another without any improvement having occurred. Most of these patients would be greatly benefitted by some kind of well-directed help in their attempts to regain or preserve their health and to re-establish themselves in the community.

After-care work has been carried on long enough in this country to demonstrate the efficiency of several different methods of procedure. In New York state it was begun by a philanthropic organization, the State Charities Aid Association, which through its many committees in various parts of the state was enabled to do such excellent work. The state hospitals gradually took most of it over, acting still in co-operation with these local committees and other social agencies. In Illinois and Connecticut, state societies for mental hygiene have undertaken after-care work in various parts of the state. In Minnesota and Wisconsin after-care work is carried on by paid workers employed by the state hospitals.

No better description can be given of the way in which philanthropic agencies can co-operate with the state hospitals in this work than the following quotation from a recent article by Miss Elnora E. Thomson, superintendent of the Illinois Society for Mental Hygiene:\*

"For instance, one of the first patients to come under our care was a woman, paroled that year after having been in a hospital five years, and not yet entirely recovered. She was very advantageously placed in a home where there was complete understanding of her needs. Now no longer mastered by her delusions, she has shown remarkable control of herself during the past year, even under much stress and strain. During this period of parole, she had been, and now is, self-supporting. As the state was receiving nothing for her support, which is reckoned at \$16 a month, the economic value to the taxpayer is self-evident.

"That a larger number of our patients would become more successful economically, there is no doubt, if we could give them more training and direction. The problem is now met in many ways, some a trifle unusual. For instance, in one case we are trying the experiment of placing out one patient with another.

\* Thomson, Elnora E.: Illinois Opportunity for Preventive Work in Mental Hygiene. *The Survey*, October 17, 1914, pp. 68-69.

#### THE SPRINGFIELD SURVEY

"A very nice woman, who has recovered after treatment for some months in a state hospital, was anxious to secure the release of another patient not entirely recovered, but normal in many ways and not a menace to herself or others. She was willing to give this other patient a home and a small wage. As the physician who had cared for them both was in accord with the plan, it was put into operation and for more than two months has been most satisfactory.

"The establishment of a connection with the Kankakee State Hospital, whereby a physician from that institution meets paroled patients in our office the first and third Wednesday of each month, has helped the patients and their friends materially. It is now possible for a patient to be discharged or re-paroled without a return to the institution. This is a saving of both time and money, for the trip requires the greater portion of a day and an outlay of \$2.16 for each person. We have reason to believe the other hospitals, receiving patients from Cook County, would be willing to make a similar arrangement; but with our present force we cannot undertake any new work. All the hospitals ask us to investigate home conditions when they are doubtful as to the care the patient may receive if paroled, and they are guided in the parole by our report.

"We have had from the first the hearty co-operation of the State Board of Administration, State Charity Commission, and the superintendents and staffs of the various state hospitals. Our after-care work could not have succeeded otherwise, for they know the needs. We have endeavored to meet them in so far as possible with our limited force. We are assured that the needs of the work will be forcefully presented to the next Legislature, and every indication points toward a substantial appropriation."

Any practical plan for undertaking after-care work in Springfield would require co-operation between the physicians of the Jacksonville State Hospital and a committee organized especially for social service in this field. A few persons willing to interest themselves in this work could very informally unite in a Committee for Mental Hygiene and become affiliated with the Illinois Society for Mental Hygiene.\* Such a committee should constitute the rallying point for all those who are dealing with one phase or another of mental diseases and mental deficiency in the community. It should include in its membership representatives of important agencies in Springfield, and physicians,

\* Those interested in the subjects discussed in this report may secure additional information, pamphlets, etc., by writing to the National Committee for Mental Hygiene, 50 Union Square, New York City.

#### **MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS**

clergymen, business men, teachers, and others who would welcome an opportunity for service in an important humanitarian field which thus far has been practically neglected. It would be especially desirable to have the county judge and the judge of the juvenile court upon the committee. A social service nurse who has had experience in an institution for the insane should be employed at once in order that systematic after-care work could be undertaken as the first step.

As a rule, no sooner is work of this sort begun than the urgent need is felt for a clinic to which mental cases may be referred for diagnosis or advice and to which paroled cases can be brought for examination. This need has been met in a number of places by arrangements whereby the nearest state hospital can furnish a member of the medical staff to hold such a clinic at stated intervals in a room furnished for this purpose by the local general hospital or even by a school or a charitable society. In some states these clinics are held regularly in a number of towns in the vicinity of the state hospital. The Danvers State Hospital in Massachusetts, for instance, holds clinics regularly in the towns of Salem, Lynn, Gloucester, Newburyport, Lawrence, and Haverhill. Social service nurses employed by the state or supplied by local committees for mental hygiene aid in the work of such clinics and a large number of persons with mental diseases receive skilled treatment which could be provided in no other way. The greatest variety of cases comes to these clinics and not the least valuable result is the close relation established between the community and the hospitals for the insane.

Although the natural starting point in the activities of such a committee, after-care work should be by no means the only activity. This agency should seek to be of practical service in every phase of the social and civic life of Springfield into which the problems of insanity and mental deficiency enter. A complete transformation of the methods employed in the care of the insane pending their commitment was brought about in Cook County by the splendid work of the Illinois Society for Mental Hygiene in co-operation with the county court. In Springfield, too, a Committee for Mental Hygiene could nearly eliminate the harsh features of the administration of the commitment law

#### THE SPRINGFIELD SURVEY

of Illinois. The work of the juvenile court could be greatly aided by the intelligent and sympathetic help which could be rendered and the special classes for retarded and mentally defective children in the schools should find effective support in such a committee. There is a gap between the insane and the rest of the world which the present ideals of service require to be bridged. There is no more effective way of doing this in any community than through the work of such an agency as has been described.

#### III. ALCOHOLICS

The problem of alcoholism, like the problems of mental deficiency and insanity, enters into several different phases of a city's activities. Without being itself a crime, alcoholism is an important cause of crime, and the law has to be invoked in order to prevent the alcoholic from being a source of danger to himself or to others. A prolific cause of disease, alcoholism itself often becomes such a formidable disease that the most skillful treatment is required in order to preserve life. In including a brief inquiry into the methods employed in Springfield in dealing with alcoholism the purpose was not to ascertain how drunkenness was managed as a menace to the peace, to examine the work done to promote the cause of temperance, or to study the relation of alcohol to various social questions, but it seemed desirable to inquire into the facilities for the treatment of persons suffering with alcoholic diseases.

The institutional treatment of the alcoholic habit is an enterprise which a city the size of Springfield could hardly be expected to undertake. There are in this country very few public institutions for the treatment of inebriety, and most of these, like hospitals for the insane, are conducted by the state. Illinois has not yet undertaken to provide state care for alcoholics and other inebriates. The provision of one or more state farm colonies for the treatment of inebriety has been proposed but there is no evidence that this project is to be taken up in a practical way by the legislature. The most that a city like Springfield can do is to provide for efficient treatment of those suffering from acute alcoholic diseases.

#### **MENTAL DEFECTIVES, THE INSANE, AND ALCOHOLICS**

The exact number of arrests in 1913 in which drunkenness was the direct contributing cause is not known. The records show 726 arrests for drunkenness, 126 for drunkenness and disorderly conduct, one each for "drunkenness and fighting," and "drunkenness and threats," and two in which the charge was "drunk and demented." In all there were 856 arrests in which drunkenness was specifically charged. In addition to these there were 842 arrests for disorderly conduct, 84 for vagrancy, and 73 for begging, in many of which cases drunkenness was probably the direct contributing cause of arrest.

In such a large number of intoxicated persons there are certain to be many who are in need of immediate treatment, especially when it is remembered that threatening symptoms often follow the sudden withdrawal of alcohol which arrest involves. There is a rule that the city physician must always be called when an intoxicated person is unconscious upon being placed in a cell. This sound practice, which is now being followed in many places, is due to the many distressing results which followed placing unconscious persons in cells without very careful medical examination.

Fractures of the skull have often passed unnoticed and many persons with apoplexy or unconsciousness from poisoning have died from lack of treatment because some patrolman has assumed that alcohol was wholly responsible for the person's condition. If the arrested person is not unconscious he is treated according to some general direction left by the city physician. Cases of delirium tremens and other forms of alcoholic delirium are sent to the county jail annex. It is reported that 88 persons arrested for alcoholism developed delirium tremens last year and were treated in the annex. Three died. The recovery of the others could not be attributed very largely to the treatment they received for no nursing is provided and whether patients are up or in bed depends upon their own inclination.

The details as to the length of time and number of persons suffering from acute alcoholism held in the county jail annex are shown in the table on the following page.

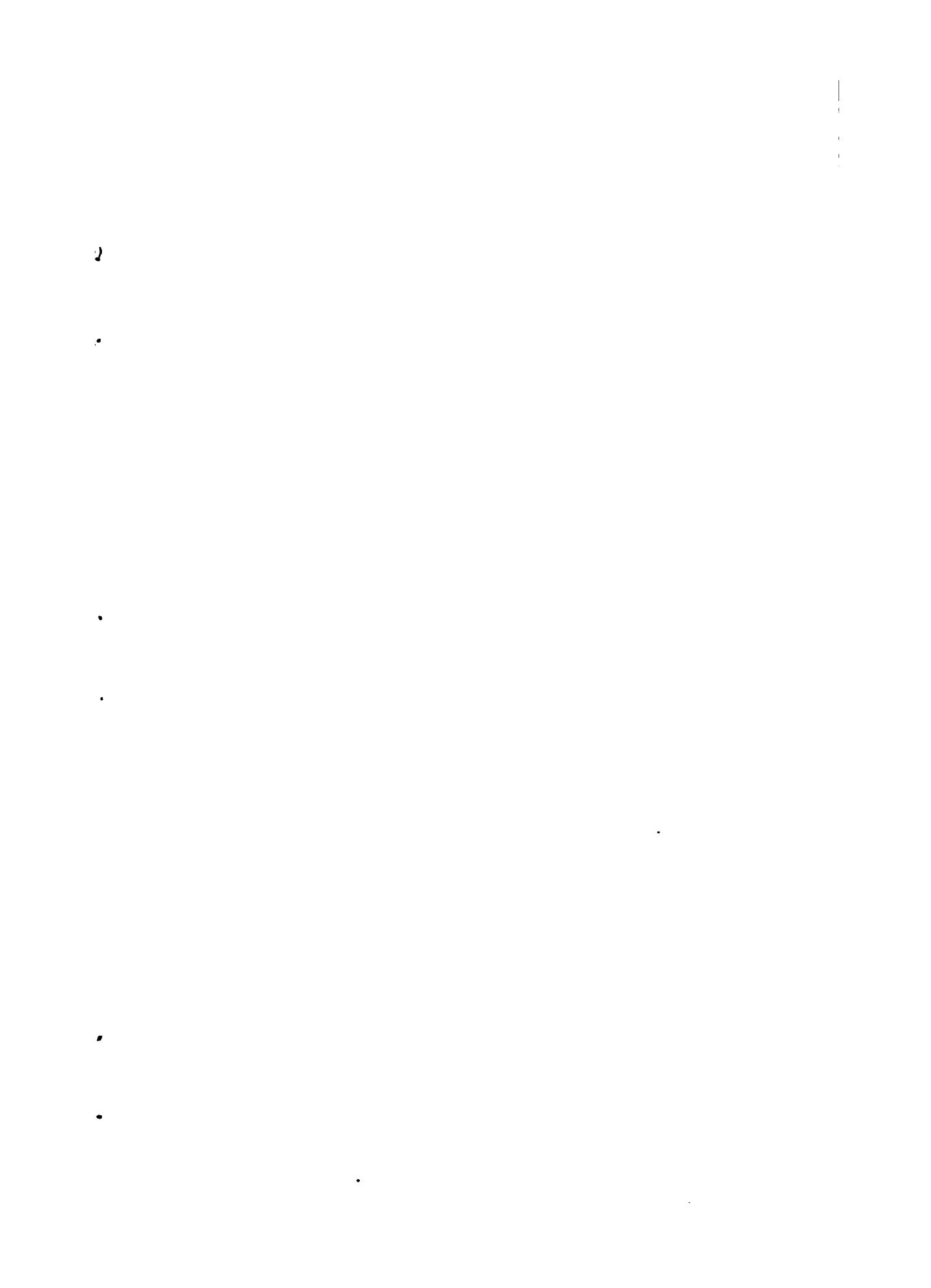
**THE SPRINGFIELD SURVEY**

**TABLE 2.—LENGTH OF DETENTION OF PERSONS SUFFERING FROM  
ACUTE ALCOHOLIC DISEASES IN COUNTY JAIL ANNEX IN 1913**

Days held	Persons	Days held	Persons
12.....	1	5.....	15
11.....	1	4.....	11
10.....	6	3.....	11
9.....	2	2.....	10
8.....	7	1.....	6
7.....	7		
6.....	11	Total.....	88

Thus it is seen that 88 persons were held a total of 450 days, or for an average of 5.1 days each.

During my visit I saw one case of delirium tremens who was obviously very ill, wandering around a dirty and untidy cell. The patient was filthy and was so much clouded mentally that he had no appreciation of his whereabouts. Under the insanity law of Illinois that man was a suitable patient for treatment in a state hospital for the insane; he certainly required far different care than that which he was receiving. There is but one place in which the public treatment of acute alcoholic diseases can be carried out successfully and that is in the wards of a general hospital. The provision of a psychopathic ward in St. John's Hospital, as suggested in the part of this report relating to the insane, would make it possible to care for cases of alcoholism in accordance with the best modern methods. The practice of confining persons with delirium tremens or with grave alcoholic diseases in the annex of the county jail is a method not in accord with the humanity and civilization of such a city as Springfield and, in my opinion, it should be abandoned without delay.

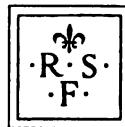




# RECREATION IN SPRINGFIELD, ILLINOIS

A SURVEY BY THE DEPARTMENT OF RECREATION  
RUSSELL SAGE FOUNDATION

LEE F. HANMER  
CLARENCE ARTHUR PERRY



THE SPRINGFIELD SURVEY  
RECREATION SECTION

SPRINGFIELD SURVEY COMMITTEE  
SPRINGFIELD, ILLINOIS

November, 1914

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**THE RUSSELL SAGE FOUNDATION**

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## FOREWORD

This study of recreation conditions in Springfield, Illinois, was made by the Department of Recreation of the Russell Sage Foundation in co-operation with the Springfield Survey Committee. It is one section of a general social survey conducted by the Department of Surveys and Exhibits of the Foundation. The object has been to take into account the conditions under which the people live, the facilities for recreation available, both used and unused, the agencies at hand for providing recreation, and the recreational needs of the people; then to discover practical means of meeting these needs. It is hoped that the effect of the survey may be to arouse public consciousness with respect to the necessities, possibilities, and responsibilities that Springfield faces in helping its people, young and old, to make the best possible use of their play time. A plan of procedure is suggested.



## TABLE OF CONTENTS

	PAGE
<b>FOREWORD.....</b>	<b>v</b>
<b>LIST OF ILLUSTRATIONS.....</b>	<b>ix</b>
<b>LIST OF TABLES.....</b>	<b>xi</b>
I. Springfield—Its General Characteristics.....	1
II. The Basis of Public Concern in Recreation.....	5
III. The Homes.....	23
IV. The Schools.....	30
V. The Parks.....	60
VI. The Streets.....	66
VII. The Library.....	68
VIII. The Museum.....	70
IX. Semi-Public Institutions.....	73
X. Commercial Amusements.....	80
XI. Athletics, Festivals, Pageants, and Public Celebrations.....	89
XII. A Recreation Program for the Future.....	97
<b>APPENDIX.....</b>	<b>105</b>
<b>INDEX.....</b>	<b>127</b>



## LIST OF ILLUSTRATIONS

	PAGE
<b>Plan of Development Suggested for the Enos School Grounds...<i>Frontispiece</i></b>	<b>2</b>
Map of Springfield Showing Distribution of Population .....	8
Grit and Action.....	9
At the Turn in the Race.....	9
Play Gone Wrong.....	14
Boy Scouts Overcoming a Forest Difficulty.....	18
A Camp Fire Girls' Council.....	19
Springfield has a Wealth of Home Playground Possibilities.....	23
What Happens Without a Play Program.....	26
Parochial School Boys at Play. St. Mary's School.....	27
Organized Recess Play for the Girls. St. Mary's School.....	27
A Home Yard Play House in Springfield. A Good Suggestion.....	28
The Recreation Center vs. Street Loafing.....	31
Companionship under Wholesome Auspices.....	32
Louisville Neighborhood Celebrating Hallowe'en in the School House....	34
A Boys' Club at a Milwaukee Social Center.....	35
Good Social Center Space.....	39
The Springfield High School.....	42
Some of Springfield's Spacious School Yards.....	44-47
Proposed Plan for the Palmer School Grounds (insert).....	48-49
Muddy Yards Hold the Children to the Walks at Play Time.....	49
A Summer Playground—Not in Springfield.....	51
One of the Amusements Confessed to by Springfield School Boys.....	52
Inexpensive, but Popular.....	53
Right Leadership Made Possible through Organized Play.....	54
What One City Has Done for School Athletics. The High School and Stadium at Tacoma, Washington.....	56
Another View of the Tacoma Stadium.....	57
Training in Alertness through Dodge Ball.....	58
Sunday Afternoon in Washington Park, Springfield.....	61
The Children's Corner in Washington Park.....	61
Early Spring in Lincoln Park, Springfield.....	63
In Lincoln Park. Some Play Apparatus .....	63
Play under Expert Leadership in a Harrisburg, Pennsylvania, Park.....	64
From the Porch of the Washington Park Field House.....	65
A Muddy Ball Ground, but Better than None.....	67
Making the Best of Existing Conditions.....	67
An Exhibit in the Natural History Museum.....	71

#### LIST OF ILLUSTRATIONS

	PAGE
The Chatterton and Its Surroundings . . . . .	82
Two Springfield Theater Tickets and a Bit of the Program . . . . .	84
Factory Park in Springfield . . . . .	89
Public Provision for Athletics and Play in East Orange, New Jersey . . . . .	90
An Occasion at the East Orange, New Jersey, Field . . . . .	90
The Remington Typewriter Company Provides an Athletic Field for Its Employees . . . . .	92
How Buffalo Celebrates May Day . . . . .	93
The Pageant of Cape Cod . . . . .	94
The Pageant of Darien, Connecticut . . . . .	95
Group Jumping . . . . .	109
Group Chinning . . . . .	110
Group Running . . . . .	110
Basketball Throw . . . . .	117
All-up Relay . . . . .	118
Shuttle Relay . . . . .	119
Folk Dancing . . . . .	119

## LIST OF TABLES

TABLE	PAGE
1. Forms of recreation reported by 1,108 elementary school boys for Easter vacation, 1914.....	24
2. Forms of recreation reported by 1,167 elementary school girls for Easter vacation, 1914.....	25
3. Amusements reported by 857 high school students from Christmas, 1913, to April 6, 1914, Springfield, Illinois.....	40
4. Attendance of high school students at motion-picture shows for 813 students in Springfield and for 1,400 students in four cities of Iowa.....	41
5. Play space available on Springfield school grounds, 1914.....	48
6. Areas of Springfield parks.....	60
7. Ratio of park space to population in 11 American cities.....	60



# I

## SPRINGFIELD—ITS GENERAL CHARACTERISTICS

There are no hills in Springfield; the city's surface is for the most part as level as a floor. A couple of small streams appear in the outskirts but neither traverses the city, and with the exception of the more plentiful distribution of large trees in its western half there is nothing in the city's geography of a nature to produce districts of widely varying characteristics.

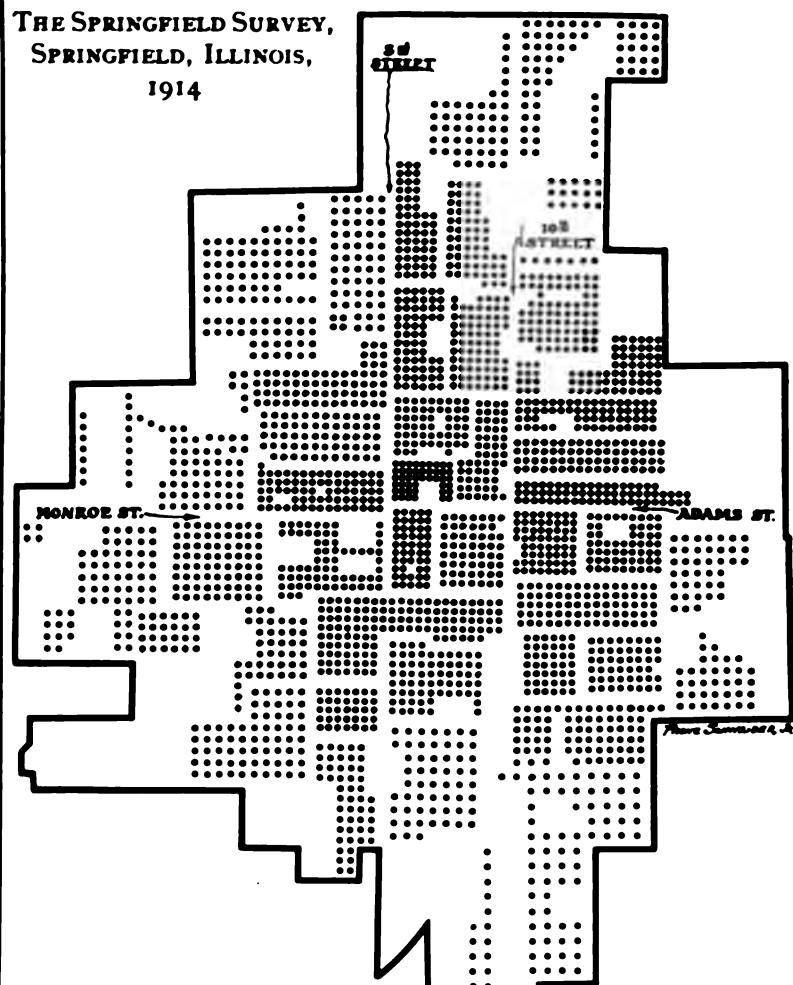
The north-south diameter of Springfield is a little more than four miles and its east-west dimension about three miles. Within its somewhat jagged boundaries there is an area of over eight square miles. The streets run either north-south or east-west, the few exceptions being some of those which follow railway or trolley lines. In width the streets range from 40 to 80 feet and practically all blocks are bisected by alleys.

Aside from the central part where the stores, offices, and public buildings are crowded together there are no large sections, except on the outskirts, wholly devoid of dwelling houses. The six important railway lines which enter the city have their stations and freight houses in separate districts, and the various factories are surrounded by residential districts. The apartment house has just begun to appear but tenements are not yet numerous. Outside of the downtown district most families enjoy a yard. True, nearly two-thirds of the population live east of the central north-south line (Third Street), but more than half of the city's area is also east of this line. Few house sites even in this more crowded half are smaller than 40 x 150 feet and most of them are larger. Congestion of population is not a factor in the recreational life of Springfield. It is a city of homes.

Over 80 per cent of its people are white and of native birth. The growing predominance of persons of native birth and parentage is attested by the fact that the proportion of white persons

THE SPRINGFIELD SURVEY

THE SPRINGFIELD SURVEY,  
SPRINGFIELD, ILLINOIS,  
1914



DISTRIBUTION OF POPULATION, SPRINGFIELD, ILLINOIS, BY ENUMERATION  
DISTRICTS, UNITED STATES CENSUS, 1910  
EACH SPOT REPRESENTS 20 PERSONS

#### RECREATION IN SPRINGFIELD

of native parentage is increasing while conversely the ratio of those of foreign or mixed parentage is decreasing. In the decade 1900-10 the proportion of Negroes in the total population decreased from about 6.5 per cent to 5.7 per cent. Of the 7,000 foreigners in the city in 1910 over 2,000 came from the British Isles, a few more than that number from Germany, and somewhat more than 1,000 from Russia. Nearly two-thirds of Springfield's immigrants are of the races of northern and western Europe. These people are sturdy and assimilable.

Within four miles of the center of the city there are 17 bituminous coal mines which give occupation to between two and three thousand of Springfield's male wage-earners. Within the city itself 170 or so manufacturing establishments, representing a wide variety of industries, give employment to about 3,000 additional men workers. As is indicated by the recent report of the United States Census, the miners and the factory workers constitute nearly one-third of the male working population. Men whose bodies are fatigued by the day's toil crave passive enjoyments during their free time. If the work is also attended with danger, as is the case with all underground occupations, they tend to seek excitants for jaded nerves. Accordingly Springfield is well provided with motion-picture shows, saloons, vaudeville performances, baseball games, and the other contests which allow large assemblages of spectators.

In a city whose houses are unusually favorable to family life, housekeeping is of course the predominant occupation of the women. There is, however, the usual number of offices, stores, schools, telephone exchanges, and laundries, where women work; also a shoe factory and a large watch factory that give employment to women. Here, as elsewhere, the presence of a considerable female element in industry brings about certain public recreation problems which are peculiar to this social condition.

Sangamon County, in the center of which Springfield is situated, is a plain so level that its highest point is only 230 feet above its lowest point, and between these points lies the width of the county. Its fertile soil produces annual crops of corn, oats, wheat, hay, and so forth, worth some \$7,500,000. Springfield, its only city, is the county's natural shipping and shopping center,

#### THE SPRINGFIELD SURVEY

and similar trade relations also exist between the city and sections to the north, west, and south of the county's limits.

Being the capital of Illinois, Springfield is the host every now and then of large bodies of people brought in by the state fair, conventions, the assembling of the militia, and the meetings of the legislature. To entertain these groups hostelries have grown up which are in excess of the needs of the city during the intervals between these various occasions and which therefore are not likely to be at any time overscrupulous regarding the character of their patronage. The regular recurrence too of multitudes of visitors with money to spend and free from home restraint, has stimulated an abnormal development of the passive amusement agencies and those which pander to the senses and grosser appetites.

## II

### THE BASIS OF PUBLIC CONCERN IN RECREATION

The cities which up to now have gone furthest in municipal care for recreation have been mainly those in which the excessive delinquency of children in certain well defined districts has called public attention to the external causes of viciousness. In these sections it was found that the congestion of population had squeezed out the spaces and opportunities for a normal play life and steps were consequently taken to supply the deficiencies. The movement for playgrounds thus originated became finally a movement for all sorts of recreation facilities under public auspices. But in Springfield the conditions that hamper play are not conspicuously present and, as a consequence, its public conscience has not been greatly burdened with recreation matters.

Nevertheless, in this city just as in other communities, whether or not they show the plague spots peculiar to bigness, there occurs each year an appalling wreckage of human careers—appalling both because of its size and its preventability. Here are a few instances clipped from the columns of the local press:

"Crazed by drink" is the explanation given by J—— T—— at the city prison for his shooting of his wife at their home . . . yesterday evening. . . . Mrs. T——, leading two of her children, ran to a neighbor's house and collapsed on the back porch. . . .

Charging that her husband never worked and followed her from place to place living on her earnings, E—— T—— today filed suit for divorce. . . . She left him to support her three small sons. . . .

An unsuccessful attempt to commit suicide by gas was made by a woman giving her name as Mrs. R—— at a rooming house —— yesterday morning. . . . The woman came to the hotel Friday night in company with a man, registering as Mr. and Mrs. R——. Saturday the man did not return. . . .

B—— T——, stabbed in the neck in the rear of the saloon, . . . was improving today at —— hospital. . . .

Coroner C—— R—— today investigated the birth and death of a daughter to F—— R—— yesterday. The girl is but fourteen years

## THE SPRINGFIELD SURVEY

old and unmarried. . . . W——L—— is held . . . on a charge of bastardy but it is probable an indictment charging rape will be returned . . . by the grand jury. . . .

Mrs. B—— . . . charged that Y—— sold her husband liquor with the result that he became a drunkard, lost his position, became a physical wreck, and finally, injured in mind and body, committed suicide. . . .

Mrs. M—— M—— . . . who . . . jumped from a second story window in a nude condition was given 180 days in the county jail. . . . Two daughters of the woman will be cared for by the Humane Officer until her husband arrives. . . . The woman will also probably be released if she promises to return to her husband.

### A TERRIBLE TOTAL

Such items as these appearing from day to day fail after a time to make any impression. They are accepted as things which have to be. The incidents reported in the newspapers, however, are usually only those that get into the courts and they therefore constitute but a small fraction of all the casualties to character which are going on about us. The discharge of a mechanic for drunkenness may result in no violence to another's person or property and yet it may mark the end of a useful career, the beginning of a life of loafing. An immoral episode, growing out of an acquaintanceship begun at a dance hall, may not immediately plunge a young woman into public shame and yet be just as truly the principal cause of an irreparable breakdown in her subsequent family life. The boyish pilfering from a freight car may not result in quick arrest and yet be in reality the commencement of a career of thievery.

The tiny drip, drip, drip of a faucet attracts little attention as you give it a casual glance, but collect the wastage for a week and the quantity of the loss will send you in haste for a plumber. And so it is with the number of the moral accidents which happen practically unnoticed in a year's time in a city like Springfield. If all the sons, daughters, husbands, and wives who in a single twelve months' period had suffered a serious disaster to character, either as victim or aggressor, could be gathered into one room and counted, then the citizens of Springfield would have no difficulty in realizing the enormousness of this portentous total.

## RECREATION IN SPRINGFIELD

### THE EFFECT OF ENVIRONMENT

Who is to blame for these accidents? Men and women are free moral agents, are they not? These are pertinent questions and they can best be answered by reference to some concrete cases. In most of the incidents cited above drunkenness played a part. Let us study one very common set of circumstances under which intemperate habits may be contracted.

Billiards is an extraordinarily attractive game. Scientific, unusually free from the factor of chance, it offers the player unlimited opportunities for the improvement of his ability to judge spaces, coördinate the muscles, and exercise persistence of endeavor. The green felt, the shining balls, and the straight hand-lining cue all please the senses. Being played indoors, by day or artificial light, the recreation afforded by billiards and pool is at all times independent of the weather, and it is an especial boon to the worker during the long winter evenings when outside sports are not so regularly available. Furthermore, these are eminently sociable games drawing together persons of similar ages and tastes and allowing all the delights of jest and witticism to animate the spirits while the play is going on.

But in Springfield, just as is the case in most other cities, the opportunity to play billiards is almost everywhere linked with powerful temptations to use alcoholic beverages. Of the 60 holders of billiard and pool licenses 36 also hold licenses enabling them to have saloons on the same premises. The young men who frequent these pool rooms cannot escape the odors from the bar room, the contagion of custom, or the compulsion of a hospitality that is none the less powerful because it takes the form of alcoholic refreshment.

What are the causal factors in the cases of the young men who, first entering these pool and billiard rooms solely for the purpose of play, gradually form habits which lead them finally into hopeless ineptitude? Obviously there is in every case, (1) a sad failure of will-power, supposing them all to be educated in the deleterious effects of alcohol, and (2) the influence of the environment. To inform and strengthen the wills of young people, Springfield like most other communities nowadays is working ener-

#### THE SPRINGFIELD SURVEY

getically through home, school, and church. These traditional instrumentalities which influence individual character—the parents' counsel, the class-room instruction, the preaching from the pulpit—will always be necessary to human development, and Society must not only cherish them and keep them keen and effective but increase their power in every possible way. And one such way is presented in a well-balanced scheme of public recreation.

The agencies just mentioned work almost wholly by precept and example. Teachers and preachers urge boys and girls to imitate certain patterns of conduct but they give them few op-



Public Schools Athletic League, New York City

#### GRIT AND ACTION

portunities for developing the will-power required to hold impetuous desires in check and keep their restless feet upon the line laid down. It takes grit to subordinate strong impulses and grit can be acquired only through action.

Developing the ability to meet high standards, both moral and physical, in the face of all sorts of opposition, is one of the functions of modern athletics. Few fields of action in times of peace afford such relentless trials of a youth's soul as does the field of sport. For example, a race is being run. The supremacy of your school and the approbation of your mates depend upon

#### RECREATION IN SPRINGFIELD

your winning. You are rounding a corner when your most dangerous competitor gradually comes up from behind. You grit your teeth and open the throttle wider. Lungs can do no more and hold out for the final dash. But the other fellow still comes on. The crowd and the judge's stand are far away. A seemingly unintentional backward shove of the elbow into his stomach or a careless swing to the side with your leg and you win! Shall you do it? If through the influence of sound coaching a boy can be trained to the point where he will habitually resist such opportunities he has achieved a something which no learning



Public Schools Athletic League, New York City

#### AT THE TURN IN THE RACE "The other fellow still comes on"

can outweigh and upon which the highest degree can confer no further distinction.

Likewise the lad who can force himself out upon the athletic field day after day while his mates are luxuriously idling, who can stick to the training regimen despite the temptations of dainty food and sociable drink, and who can drive his muscles to their utmost—such a youth has gained a self control, a character bulwark, that will support him in all the stresses of life. What the properly administered gymnasium, playground, recreation center,

### THE SPRINGFIELD SURVEY

or athletic field constantly furnishes are similar opportunities for exercising the will under conditions that develop power and control while at the same time guarding against overstrain and breakdown.

But, returning to the case of the billiard-room habitue, the pulling power of the saloon is also a factor in his downfall. So that after society has done everything possible to strengthen moral stamina only half its task is done. It still has obligations concerning the surroundings in which human beings work and play. Let us illustrate.

#### "SAFETY FIRST," A MUNICIPAL OBLIGATION

No machine is more visibly perilous, perhaps, than the revolving saw. Yet year after year workmen who well know its terrible possibilities have suffered from its merciless lacerations. And until recently their employers have been able, in most of these cases, to escape any financial penalty for their injuries by merely alleging "contributory negligence" on the part of the workman. The very obviousness of the danger made it easier to place all the blame upon the careless operator. But now a different practice is being increasingly followed in industrial establishments. All saws, cog wheels, and other machines whose working parts are dangerous are being covered and barriers are being placed around every hazardous locality. "Safety first," even though safety devices involve further outlay, is now the motto in every up-to-date factory. If corporations find it profitable to protect their employes from such dangers as the naked saw, how much clearer is the obligation resting upon Society to safeguard its members from the more masked and less immediate perils lurking in the surroundings of otherwise wholesome amusements.

#### INTEMPERANCE NOT THE ONLY EVIL

The temptation to intemperance is not the only evil in the surroundings of the average commercially-managed billiard room. Often gambling operations hover in the proximity and sometimes the brothel is not far away. Moral hazards such as these menace each year in Springfield thousands of young men who are pursuing

#### **RECREATION IN SPRINGFIELD**

the pleasures of a game which in itself is as beneficial as it is enjoyable.

Many parents already realize these dangers but as individuals they feel helpless. One Springfield father said, "I am much concerned about the influences that my sons are subjected to at \_\_\_\_\_'s" (a popular pool and billiard parlor). "I do not want to seem to them to be narrow and unduly strict, and they do enjoy the game and the friends they meet there. But there is the bar right at hand and the temptation of the social drink, besides the usual bar-room jest and the vicious stories with their covert challenges to questionable adventures. I wish there was some other place for them that was attractive and at the same time safe, but there does not seem to be any."

There are also public dance halls in Springfield where pass-out checks are given to the patrons which enable them to visit neighboring saloons during the progress of the evening's program as often as they desire. The young women in attendance may not only dance with partners who have been imbibing but, since introductions are not customarily required, they may at any time receive invitations from persons regarding whose irresponsible character and vicious habits they may be absolutely ignorant. To thousands of Springfield's young people dancing is a perfectly normal mode of social life, and the only feasible opportunity they have for enjoying it is now surrounded by moral pitfalls of the most dangerous and insidious character. The dissoluteness of the Mrs. R\_\_\_\_\_, or of the Mrs. M\_\_\_\_\_, mentioned in the quoted newspaper paragraphs, may not have originated, even remotely, in any of the dance halls, but that in some of the young people now flocking to them the fuses of licentiousness are being lighted by their incendiary influences cannot be doubted, and when later on the inevitable explosions take place the citizens of Springfield will not be able to avoid a share of the responsibility.

#### **MUNICIPAL AMUSEMENTS**

The only way whereby a municipality can escape blame for such catastrophes is to offer adequate opportunities for the pursuit of proper pleasures in surroundings which are free from contaminating influences. Many cities have already prescribed for

#### THE SPRINGFIELD SURVEY

themselves such a task. Milwaukee, for example, has placed 25 of the finest type of pool and billiard tables in its public school buildings. Social dancing for young and old is taking place in over 200 school houses scattered throughout the country. It might at first seem that there were insurmountable material obstacles but experience teaches that there are, as a matter of fact, few school edifices in which it is impossible to equip several rooms, either in the basement or above, suitably for social and recreational uses. With modern movable furniture, ample lighting, attractive furnishings, gates to shut off unused floors or corridors, additional janitor service, and intelligent directors, any school board that has the mind to can successfully utilize the expensive but little-used property under its charge for the safeguarding of a portion at least of the free-time activities of its people, young and old.

Someone may say, "If billiard playing and social dancing contribute to the downfall of young people, why afford opportunities for them in public school houses? Why permit them to exist at all?"

Those who have given careful thought to these matters are not at all convinced that they should be banished, even if it were possible to do so. The feeling is rather that it is wrong and unfair to the young people to allow so many of the intrinsically fine enjoyments of life to be associated with evil. Why not provide them so abundantly in irreproachable settings that they will automatically lose all their usefulness to the selfish and malign agencies now employing them as mere enticements?

#### A DANGEROUS DEFECT IN CITY LIFE

The corrupt amusement resort, however, is only one of many environmental sources of evil found in the uncongested city. Back yards may be ever so ample, the parks easily accessible and equipped for play, and the woods not far off, and yet the city's scheme of life be utterly devoid of one of the main necessities of a healthy boy's existence. What happens when this need is not satisfied is shown in the following excerpts, also taken from Springfield newspapers in the past few months:

Three boys at the county jail face a sentence. . . . O—— J——  
. . . is 13 years old, L—— A——, 11 years old and P—— A——,

## RECREATION IN SPRINGFIELD

10 years. . . Friday evening the lads broke into the home of —— and stole a revolver, neckties, and other articles. Saturday morning they broke into the —— home and made way with several razors and a child's savings bank.

They next went to the —— school house and after breaking up part of the furniture stole what small articles they wanted and set fire to the building. . . Outside . . . the three met ——, aged 10 years, and while the two A—— boys held her, the J—— boy attempted an assault, it is alleged. The child screamed that her mother was coming and the lads ran away. They were arrested . . . and at the jail . . . made a confession.

What is the explanation? Are these just common thieves, bent on getting loot for their own selfish enjoyment? If so, why did they stop to break up furniture and then leave behind them such a lurid advertisement as a burning building? Why did they linger within the range of an imminent conflagration to attempt a personal assault? Larceny, burglary, arson, rape, all in one wild, resounding raid,—were such blustering bravos ever before encountered outside the pages of Scott, Dumas, or "The Red Terror of Roaring Gulch"?

The report of the court proceedings in the next day's paper throws a still more penetrating light upon the home care, education, and psychology of these knickerbockered bandits.

The lads plead guilty to the charges. . . Parents and friends seemingly deserted them as none were present. . . L—— A—— has previously served a sixteen months' sentence at —— for attempting to *wreck a train*. He is eleven years old.

Wreck a train! What under the heavens could an eleven-year-old child do with a stalled train! Did he plan to go through it and invite the passengers—at the risk of having the daylight let through them—to pour their valuables into his pockets? Was the heart under his little shirt so thirsty for human blood that only a railroad catastrophe could satisfy it? Or was he blindly imitating the fascinating exploits of a ten-cent, paper-covered brand of hero who, in the recesses of some livery stable or lumber yard, had captured his hungry imagination?

## BUNGLING IN THE MATTER OF THE BOY

What did Society do to the lad who responded so wholeheartedly to the inspiration of the dime novel? Confined him for one

*Courtesy of "The Playground"*

**PLAY GONE WRONG**



#### RECREATION IN SPRINGFIELD

and one-third years with other boys of similar experience! When we wish to diffuse knowledge we bring people together in conferences, congresses, and institutes so that the new facts can pass readily from one to another. Likewise in the intimate associations of a reformatory the tricks brought in by each inmate gradually become the property of all the others. It is not strange then that after such a rich opportunity for learning, L—— A——, in company with his brother and their chum, who for aught we know may have enjoyed similar educational privileges, should have been able to show so much versatility and proficiency in deeds of crime, and should have so promptly given evidence of the competency of his training.

When these boys were brought before the juvenile court by a strong-armed officer of the law, no effort having been made previously by the judge or probation officer to discover the real causes of their wrong-doing or the motives behind it, there was not one single kinsman, teacher, or friend at hand to raise a voice in their behalf or to show them a sign of human sympathy! With this circumstance before you, reflect upon the kind of home life in which these lads must have grown up! And guess how much sympathy and understanding usually met their toddling efforts to adjust themselves to life's complexities—a task that is sufficiently baffling even under the most favorable circumstances.

#### A VITAL NEED SPRINGFIELD HAS NOT MET

What need do such boys have that the dime novel meets and the city does not? Perhaps the qualities that find expression in the exploits described in these ten-cent thrillers will furnish the cue. Or take the deeds they suggest to their readers, the criminal deeds of the three boys cited above—what personal attributes do they display? Obviously the first quality is physical courage; next an ingenious matching of wits; an eager following of a course of action in which surprises were probable if not certain; and finally the imitation of adult activities and the assumption of a freedom of initiative that is supposed to come with adulthood. These are the qualities of the huntsman, the trapper, the explorer, and the pioneer, all reinforced and covered by the irrepressible

#### THE SPRINGFIELD SURVEY

urge to hasten the process of growing up by anticipating the acts of the grownups. A boy without these qualities would be as backward as a race whose early members had shown no disposition to rove, extend their hunting territory, or settle new lands. The satisfaction of these impulses and instincts, implanted in his nature by the exigencies of primeval race-life, is as requisite to the wellrounded development of his personality as exercise is to the growth of his muscles.

But what is there in the ordinary home and school life that calls for daring? What proper occasion is there for the display of cunning and stratagem? What opportunity for matching human artifice against the forces of nature? What adventure can possibly happen in the daily round of fetching coal and water and carrying books to school? Is it at all remarkable that some of the bolder and more enterprising of these youthful spirits should now and then revolt at the tameness of city civilization and war upon the Society which denies them the opportunities their natures crave? Is it not still easier of comprehension when one considers that in the outbreaks themselves the boys find a most satisfying outlet for these repressed instincts?

The evidence of a widespread fondness among boys for the incidents of primitive life is not confined to their addiction to dime novels or enthusiasm for Wild West shows, whether furnished by Buffalo Bill or the "movie" man. Their free everyday acts disclose persistent, though to be sure fumbling, efforts to find these things in their own modern habitats. During the course of this survey some 1,100 boys, ranging mainly from nine to fifteen years of age, wrote school essays upon "All the things I did last week," the week in question being one of vacation, beginning March 30. These little diaries afford most significant glimpses into the facts of their daily lives. Here are some of the things they did,—those who were not obliged to go to work, to spade, to cut wood, to clean up the yard, or to do the hundred other tasks belonging to the house-cleaning period: made tents, shacks, log huts, or tree houses; camped out all night; cooked over outdoor fire; made and sailed rafts; played cowboys and Indians, civil war and "Robinson Crusoe"; imitated the field telephone men; and played "Boy Scouts." Boys to the number of 134 reported

## RECREATION IN SPRINGFIELD

activities such as these. How many more wanted to do similar things but were prevented can only be conjectured.

The sad facts are that the parents who have the sympathetic understanding of this sort of boyish needs, and the necessary will, intelligence, and means to meet them, are still in a decided minority. How many mothers are there who can complacently regard their ten-year-old's aspiration to be a Rob Roy or some other kind of a bandit instead of a gentleman? But because parents do not understand, cannot buy woodsman's outfits, and will not permit excursions into the neighboring wilds for any length of time—these facts do not relieve the boy from the drive of his instincts. Sometimes they get the better of his slowly forming, still plastic, notions of property rights, and then we read such items as this one, also from a Springfield newspaper:

S—— F—— and C—— E——, two youths, were arrested this morning charged with the theft of a tent and several robes from the M—— T—— company.

## HOW TO MEET IT

Fortunately for the future of American boyhood an organization has been formed whose activities afford to an unhoed-for degree a full, as well as wholesome, outlet for these early instincts. In the hike, the woodcraft, wig-wagging and wireless telegraphy, first care of wounded, and the many other ways of matching wits against nature involved in frontier life, the Boy Scout finds the kind of expression his primitive soul craves. The code of courtesy changes him from a brigand into a knight-errant without loss of zest. While the sanitary campaigns, street duty on parade, and other civic exercises all combine to prepare him for responsible, co-operative citizenship, at the same time they satisfy his impetuous desire to do the kinds of things adults do. Because scout patrols must recruit their members from more than one family only a body outside the family can organize them. Since scout activities range far from school house or yard the school board cannot well be responsible for them. But while the scout organization must needs be an independent administrative entity its work can be greatly furthered by the co-operation of the home, the school, and all citizens who are interested in



Boy Scouts Overcoming A FOREST Difficulty  
Making fire without matches

*Courtesy of Boy Scouts of America*



*Courtesy of the Camp Fire Girls*  
A CAMP FIRE GIRLS' COUNCIL  
These ceremonies include formal recognition of domestic tasks well done, thus investing household duties with romance and dignity

#### THE SPRINGFIELD SURVEY

human welfare. No city now without a Boy Scout Council can claim that it is giving its boys a square deal.

The importance of the similar rôle played in the girl's life by the Camp Fire Girls' organization should also here be presented. The home sex remained for so long submissive, quiet, and unobtrusive that its own peculiar needs were not discovered and brought into the light. People forgot that during the long ages while the man roamed the hills in search of game the woman kept the fire burning in the hut and that her muscles and nervous system still respond emotionally to those primeval activities just as his do. They did not appreciate the necessity of having, in the midst of our changing home life, rites and ceremonies which would somehow preserve the romance and satisfaction of woman's age-long activities, and transplant them, not too precipitously, to the work of her new and larger place in the community scheme. There were, however, those who felt these needs and who had the skill to invent an institution to meet them, and the product of their ingenuity and patience is taking its place alongside of the kindergarten, the school, and the home.

#### MORALITY PURCHASABLE

On the bulletins of the New York City health department there appears this slogan, "Public health is purchasable. Within natural limitations a community can determine its own death rate." For the recreation propaganda this motto may well be paraphrased: "Private morality is improvable by public measures. Righteousness can be raised by taxation." This a community can do by taking out of the environment of its people conditions that corrupt them and by putting into it the facilities required for the normal satisfaction of wholesome appetites and desires.

#### RECREATION AND SELF-REALIZATION

There is a still more constructive aspect to this subject. Recreation is so often accomplished through play that the two are commonly used as interchangeable terms. Broadly defined, play is doing the thing you very much want to do. True, working at one's hobby may not always result in the upbuilding of

#### **RECREATION IN SPRINGFIELD**

bodily strength but under normal conditions it does have a vitalizing effect. Just as the repression of some strong impulse toward self-realization is debilitating, so its satisfaction is tonic.

In every community there are individuals who possess latent abilities of a special order which through lack of opportunity they are prevented from exercising. There are young men with talents for drawing, for invention, for mimicry, for organization, who need only the privileges of a studio, a laboratory, a stage society, or a civic club to achieve distinction for themselves and their locality. There are girls with undiscovered voices, hidden social abilities, leanings toward letters, or a special taste for interior decoration which will be revealed to themselves and to their friends by the stimulus of a chorus, the management of a reception, a dramatic competition, or the dressing of a stage for amateur theatricals. Indeed there are few individuals without some special qualification whose employment means personal success, whose denial spells lifelong failure. Since exercising special abilities is ordinarily play for their possessor it frequently happens that enabling an adult to play is enabling him to keep on growing.

The extension of such cultural opportunities to the public in general constitutes one of the most important phases of the recreation movement. Modern school buildings—and to a lesser degree, park field houses—contain meeting rooms, auditoriums, stages, pianos, shops, laboratories, drawing rooms, and gymnasiums wherein a wide range of cultural activities can be carried on. School houses can be made available for all the purposes mentioned above by employing special staffs to come on after the academic force has retired for the day. To establish social centers means to inaugurate a line of municipal action that tends not only to remove the waste of crime but to give that enrichment to community life which comes only through the complete self-realization of its individual members. Such an environment smiles upon genius.

#### **COMMUNITY ART AND RECREATION**

Recreation as a factor in the art life of a community is but another phase of the constructive side of this subject. Passive

#### THE SPRINGFIELD SURVEY

amusements largely depend upon the performances of artists of one kind or another. Those who give pleasure by the skilful manipulation of the voice, musical instruments, the crayon, or the brush are themselves stimulated and their number increased by any measures which augment the number of occasions when their services are required. Start a large chorus and you increase the number who seek vocal instruction. Establish a series of concerts and new performers are attracted to town. Facilitate the rehearsals of a struggling amateur orchestra and you increase the musical assets of the community. Similar efforts with the other arts will have like results.

Proof of the close relationship between public recreation and community art is already remarkably abundant. Through playground work, folk and esthetic dancing have been given a permanent place in American life, while the annual play festival has developed an increasing demand for fantastic, picturesque, and historical representations in parades and outdoor scenes. In several cities beautiful, immense, epoch-marking pageants have been presented, which grew obviously out of the advanced forms of play life that had been promoted by the municipality. In a less conspicuous but more widely extended way a vast amount of stimulation to musicians, dramatic clubs, artists and art groups of all sorts has been given by the opening of public school buildings after class hours for diverting, cultural, and social occasions. Any city which wishes to lay the foundations for a broad community art development will achieve the greatest progress by first establishing a generous, far-reaching system of public recreation.

### III

#### THE HOMES

The first factor to consider in a study of the recreation needs of a community is the homes of the people. What the city should do in a public way depends primarily upon how the people live. If the population is congested and the streets are crowded with traffic the city is called upon to do much more than would be the case if each family lived in a separate house and had a lawn and garden of its own. The type of dwelling is also an important factor. Is there opportunity within the homes for social gather-



SPRINGFIELD HAS A WEALTH OF HOME PLAYGROUND POSSIBILITIES

ings of congenial groups or must the young people meet their friends on the street or in public amusement places?

Whatever the home conditions are, unless positively vicious, the effort should be to direct the recreational activities toward the home, as much as possible, rather than away from it. It is true that the social life of young people, and of adults also, must include association with those outside of their own family group. But the family life stands first and work and play within the home is the foundation upon which to build. Fortunate indeed is the city in which the homes of the people are such as to make this to any great extent possible.

### THE SPRINGFIELD SURVEY

Springfield is a city of homes. Its population is not only well distributed, but the number of people per acre is comparatively low. The people live for the most part in detached houses with yards, and in some cases, gardens. This means opportunity for home recreations ranging all the way from children's games, both indoor and outdoor, to social functions in the home, lawn parties, tennis, croquet, and so forth. This is true for a majority of the people at least.

The great need is resources—a knowledge of things to do. Here appears a serious gap in Springfield's recreation equipment. The essays written by 2,275 grammar school children of the fifth, sixth, seventh, and eighth grades on "All the Things I Did Last Week" (Easter vacation) give striking evidence of the dearth of proper resources for play. The long and varied list of these reported forms of play given below, when analyzed, presents an interesting picture of the play life of Springfield's boys and girls.

In the 1,108 essays written by boys, the following 40 forms of recreation were the ones most reported. The percentage of the total number taking part in each activity is indicated.

**TABLE I.—FORMS OF RECREATION REPORTED BY 1,108 ELEMENTARY SCHOOL BOYS FOR EASTER VACATION, 1914**

Form of recreation	Per cent of boys who reported	Form of recreation	Per cent of boys who reported
Baseball . . . . .	71.0	Break thou the window light . . . . .	.4
Motion-picture shows . . . . .	27.6	Ditch 'em . . . . .	.3
Reading . . . . .	23.1	Hare and hound . . . . .	.3
Kite flying . . . . .	21.8	Playing show . . . . .	.3
Fishing . . . . .	12.3	Playing on cars . . . . .	.3
Boy Scout activities . . . . .	10.9	Corn-cob fight . . . . .	.2
Roller skating . . . . .	9.2	Mumble peg . . . . .	.2
Bicycling . . . . .	6.9	Fire department . . . . .	.1
Hide and seek . . . . .	6.4	Rock battle . . . . .	.1
Tag . . . . .	4.9	Bull in the ring . . . . .	.1
Cops and robbers . . . . .	3.7	Poison stick . . . . .	.1
Marbles . . . . .	2.2	Revival meeting . . . . .	.1
Card playing . . . . .	2.0	Bean bag . . . . .	.1
Sheep and wolf . . . . .	1.8	Blind man's buff . . . . .	.1
Running races . . . . .	1.7	Leap frog . . . . .	.1
Football . . . . .	1.6	Baby in the hole . . . . .	.1
Throw the stick . . . . .	1.2	Tap on the graveyard . . . . .	.1
Run sheep run . . . . .	.9	Prisoners' base . . . . .	.1
Hoop rolling . . . . .	.6	What is it like and why? . . . . .	.1
Duck on rock . . . . .	.5		
Soldiers . . . . .	.5		

### RECREATION IN SPRINGFIELD

The 1,167 girls who wrote essays reported most frequently the 66 different forms of recreation listed below. In some cases the same game was mentioned under different names.

**TABLE 2.—FORMS OF RECREATION REPORTED BY 1,167 ELEMENTARY SCHOOL GIRLS FOR EASTER VACATION, 1914**

Form of recreation	Per cent of girls who reported	Form of recreation	Per cent of girls who reported
Motion-picture shows . . . . .	48.6	Old witch . . . . .	.5
Jumping rope . . . . .	27.6	Water, water, wild flower . . . . .	.5
Roller skating . . . . .	26.0	I spy . . . . .	.5
Hide and seek . . . . .	22.0	Dodge ball . . . . .	.4
Playing ball . . . . .	14.7	Basket ball . . . . .	.4
Tag . . . . .	12.2	Post office . . . . .	.4
Camp Fire activities . . . . .	12.0	Black man . . . . .	.4
Playing with dolls . . . . .	11.7	Playing church . . . . .	.3
Jacks . . . . .	11.0	Kick the stick . . . . .	.3
Playing house . . . . .	10.2	Tin-tin . . . . .	.3
Playing school . . . . .	6.2	Ring around a rosy . . . . .	.3
Ten step . . . . .	4.2	Milk man . . . . .	.3
Dancing . . . . .	2.6	Spin the platter . . . . .	.3
Swinging . . . . .	2.5	Making mud pies . . . . .	.3
Sheep and wolf . . . . .	1.7	Croquet . . . . .	.3
Checkers . . . . .	1.7	Run sheep run . . . . .	.3
Hide the thimble . . . . .	1.7	Fox and geese . . . . .	.3
Farmer in the dell . . . . .	1.6	Leap frog . . . . .	.3
Drop the handkerchief . . . . .	1.6	Pussy wants a corner . . . . .	.3
Bicycling . . . . .	1.5	Cops and robbers . . . . .	.3
Playing show . . . . .	1.5	Horse . . . . .	.2
Kite flying . . . . .	1.3	Parlor baseball . . . . .	.2
Indians and cowboys . . . . .	1.2	Telling stories . . . . .	.2
Playing with toys . . . . .	1.1	Mulberry bush . . . . .	.2
In and out the window . . . . .	1.1	Chalk the corner . . . . .	.2
Football . . . . .	1.1	Captain ball . . . . .	.1
Dressing up as ladies . . . . .	1.1	Sheep in the pen . . . . .	.1
Playing store . . . . .	1.0	My lady's chamber . . . . .	.1
Johnny run a mile . . . . .	1.0	London Bridge . . . . .	.1
Blind man's buff . . . . .	.9	Potsy . . . . .	.1
Dare base . . . . .	.7	Clap in and clap out . . . . .	.1
Bean bag . . . . .	.7	Hare and hound . . . . .	.1
Cat and dog . . . . .	.7	Button, button . . . . .	.1

At first glance this array of play activities would seem to indicate that Springfield children have a fairly extensive play repertoire, but the percentages tell a far different story. The only activity that engages the attention of any considerable

#### THE SPRINGFIELD SURVEY

number of boys is baseball (71 per cent), while motion-picture shows top the list for the girls (48.6 per cent). The only activities reported by over 20 per cent of the boys were baseball, motion-picture shows, reading, and kite flying, while the old standard games that American boys have been brought up on, such as prisoners' base, leap frog, blind man's buff, bull in the ring, hare and hound, and duck on the rock are reported as played by less than half of 1 per cent of the grammar school boys. Most of these standard games were mentioned by only one-tenth of 1 per



WHAT HAPPENS WITHOUT A PLAY PROGRAM  
Scene in a Springfield school yard

cent, or about one boy in 1,000. It isn't fair to the boys of Springfield to starve their play life in this way.

In the case of the girls, motion-picture shows, jumping the rope, roller skating, and hide and seek are the four most popular means of recreation. The standard games that should bring girls together in safe, happy, co-operative play, such as I spy, London Bridge, fox and geese, button button, and blind man's buff, are at the bottom of the list, indicating that they are played by comparatively few girls.

While the survey was in progress, the children were observed during the play periods on the school grounds. With the excep-

#### RECREATION IN SPRINGFIELD

tion of baseball and tag they seemed in most cases to be sadly lacking in knowledge of what to do. The boys ran about mis-



PAROCHIAL SCHOOL BOYS AT PLAY  
St. Mary's School, Springfield



ORGANIZED RECESS PLAY FOR THE GIRLS  
St. Mary's School, Springfield

cellaneously tripping, pulling, and pummelling each other, and the girls amused themselves by standing about in small groups

#### THE SPRINGFIELD SURVEY

or playing an improvised tag game which consisted chiefly of chasing each other and screaming.

A remedy for this would of course be the teaching of games to the children during the play period and of selecting these games in such a way that they might be used both on the school grounds and in the home yards. A few of the schools are already doing this in a limited way, but it should be extended to all the schools, and no child should be long in the public schools without knowing a good number of the standard playground games that have been



A HOME YARD PLAY HOUSE IN SPRINGFIELD. A GOOD SUGGESTION

tried out and which endure because they meet the play needs of boys and girls.

In the Teachers' Training School a number of these games are taught to the pupil teachers, but this work needs to be followed up by someone whose business it shall be to see that this knowledge, and more of the same sort, shall be used in its proper place in the school program. There are supervisors of drawing, music, and so forth; why should there not be a supervisor of physical training and play who would, as a part of his regular work, provide for the teaching of all the games that children should know, and organize the recess and after-school play activities? \*

\* Since the above was written a supervisor has been appointed. See page 59.

#### RECREATION IN SPRINGFIELD

The responsibility does not, however, rest solely with the schools. Parents must give careful thought to plans for making their homes attractive to the children by providing opportunities and facilities for play and social life. It may not be conducive to comfort and quiet to have the neighbors' children playing in your back yard and to have your house used for neighborhood parties of various sorts; but young people are bound to come together somewhere and if the home or the school or the church does not afford this opportunity the public amusement resort will certainly have their patronage. Is there any better picture of wholesome social life than that of the home in which parents unite with their children in extending hospitality to their boy and girl friends either by means of afternoon play in the back yard or the more formal evening social occasions within the home? Infinitely more is accomplished than simply avoiding the pitfalls of the city streets; a positive cultural training is secured and social standards are set which are quite as vital to a child's development as anything that the schools can give.

## IV

### THE SCHOOLS

#### BUILDINGS

During the months of February, March, and April of 1914, 26 evening entertainments, lectures, or social gatherings were reported to have occurred in the public school houses of Springfield. Only 11 out of its 20 school edifices, however, were used during this period for these purposes. Spread out among all the buildings this would make an average rate of about four occasions per building for the whole school year. Once every nine or ten weeks, then, the school house here plays a part in the recreational life of its neighborhood.

How does Springfield, in this respect, compare with other cities? What amount of use for leisure time purposes constitutes the prevailing standard? The truth is no one can answer these questions because school officials generally have not yet begun to record systematically the evening entertainments or meetings held in the edifices under their charge. Nearly one-tenth of New York City's public schools are used as recreation centers six evenings a week from October to April, while many others are used one or two nights a week for public lectures, night classes, and various other purposes. Chicago utilizes 24 schools two nights a week as social centers, while in others there are evening classes, political meetings, and miscellaneous activities. In over 200 American cities outcroppings of the social center idea are manifesting themselves in various sorts of evening activities, but in none of them is there any definite knowledge of the average amount of utilization per school which these activities are occasioning. In most of these cities a certain few schools of the system are being used more intensively than the others. These are locally known as social or recreation centers and their evening

#### RECREATION IN SPRINGFIELD

activities are maintained either by the board of education alone or in co-operation with a voluntary private group.

Allentown, Pennsylvania, a city of the same size as Springfield, has two school centers, open three nights a week through the winter, which are managed by the local playground association with some support also from the school board. Duluth, Minnesota; Superior, Wisconsin; Youngstown, Ohio; and the New Jersey cities of Bayonne, Elizabeth, Hoboken, and Passaic, places ranging from 40,000 to 80,000 in population, are other municipalities which have social centers in certain of their schools.



New York City

THE RECREATION CENTER VS. STREET LOAFING

While in these cities the school centers are open from one to four evenings a week, their remaining buildings, excepting those with night classes, are used only for miscellaneous occasions and so it is not possible to say what the average utilization per building is. Springfield cannot claim a position among the leaders until it has at least some schools which are actually known as live social centers.

An ideal plan would demand that a public school building contribute something at least once a week to each member of all the families which support it. To meet the several needs of such a variety of people with the least friction and the maximum of

#### THE SPRINGFIELD SURVEY

satisfaction it would probably be necessary to open some part of the building six nights a week. The administration of such an extensive program would require the services of a separate social center staff coming on duty, in part at least, immediately at the close of day classes and continuing (with an intermission for supper) until 10 or 11 o'clock in the evening. Alterations to the buildings and additional furnishings would also be demanded.

While a plan of such scope has nowhere yet been realized and



New York City

#### COMPANIONSHIP UNDER WHOLESOME AUSPICES

is not immediately attainable anywhere, yet it is capable of gradual realization everywhere and every city ought to make a beginning at once in bringing it about. If there is any doubt about the authority of the Springfield board of education to maintain social center activities the Illinois school law should be revised so as to remove that obstacle.

A first step that is now feasible in Springfield is that of opening every school house two nights a week. It can be achieved simply

## RECREATION IN SPRINGFIELD

by following the policy the board of education has already wisely initiated; the policy, that is, of encouraging the formation of voluntary associations to work in co-operation with the schools. If skilfully directed these bodies could assume practically all of the burden of maintaining and conducting the social centers.

### PARENTS' AND NEIGHBORHOOD ORGANIZATIONS

There could and should be a mothers' club or some other form of parent-teacher organization as well as a neighborhood improvement association connected with each of the elementary schools of the city. At present only 11 or 12 schools have the help of such bodies and in many of these the work is done mainly by the principals and teachers. The methods by which these organizations can be stimulated and still further developed are the following:

- (a) Continue the policy of encouraging principals to become acquainted with their neighborhoods and to enlist the help of the leaders of the various groups within them.
- (b) Give systematic publicity to the doings of these organizations and thus stir up a healthy rivalry among them. This might be accomplished in part by having reports read at each club meeting of the work being done by the groups connected with the other schools.
- (c) Bring about a federation of the various local organizations by having representatives from each group come together in a league having its headquarters at the high school.
- (d) Give the neighborhood organizations more work to do. It might well be put up to the local groups to keep their school buildings open at least two nights a week. This could be accomplished by efficient organization, working with volunteers, and developing self-supporting social center activities. In Louisville, Kentucky, five neighborhood groups are supporting school centers with no assistance from the school board but heat, light, and janitor service. In New York City, a similar body runs a center whose budget averages \$100 a month. All members of the 19 clubs at this center pay dues ranging from 5 to 15 cents a week according to the opportunities offered. This money goes to the support of the work. Whenever a club gives an entertain-



Louisville, Kentucky, Neighborhood CELEBRATING HALLOWEEN IN THE SCHOOL HOUSE

Assn.



A BOYS' CLUB AT A MILWAUKEE, WISCONSIN, SOCIAL CENTER

#### THE SPRINGFIELD SURVEY

ment it turns 35 per cent of the net proceeds into the treasury. The balance of the budget is made up by private contributions.

Some of the activities which can be easily fostered by these neighborhood organizations are the following:

1. Popular choruses, string orchestras, brass bands, banjo clubs, and other amateur musical organizations. Ordinarily these can be developed simply by offering a room in which to practice, helping to find suitable leaders, and bringing together the local musicians.
2. Basketball tournaments, folk dancing, and other indoor athletic activities. These should have the help and direction of the physical training department.
3. Maintain reading and quiet games rooms. The necessary periodicals and games could be largely secured through donations.
4. Promote young people's clubs of all sorts, dramatic, debating, literary, social, civic, and handicrafts. These will ordinarily be glad to pay fees if self-government is encouraged.
5. Hold motion-picture shows. Organize and chaperone groups for social dances. Both of these should be a source of income.

Reading rooms in many of the schools can be extended by a further development of the policy of library co-operation which has already been initiated. There are at present branch libraries in eight of the public schools, while three other schools have libraries of their own of considerable size and importance. These collections might be supplemented by donated periodicals and made more accessible to the public by opening the rooms in which they are kept one or more nights a week, under volunteer or paid supervision. The Lawrence School has an especially fine collection and a well-appointed library room which were donated to the school. At the present time its use is so limited that the janitor has to dust the room only once a week. A plan should certainly be worked out whereby this neighborhood asset could be more generally utilized.

In the school motion-picture shows the program should be interspersed with contributions from the choruses, orchestras, banjo clubs, dramatic societies, and clubs connected with the

#### RECREATION IN SPRINGFIELD

center. Oftentimes the upper grades will be able to contribute a number. In this way variety and interest will be added to the program and the occasion will be not only a stimulus to the amateurs but serve to develop neighborhood solidarity as well.

The administration\* of the social center activities which have just been enumerated should be directed and stimulated and supervised from the superintendent's office, working directly through the principals and, in certain matters, through the physical training department.

As in the past, principals should be made to feel that the development of neighborhood organizations is a regular part of their function and they should then be helped by continual suggestions regarding methods and be sufficiently relieved from teaching duties to be able to carry them out. They should be given to understand that their aim should be to get the neighborhood increasingly to assume the load in the social center work, their function being to steer the activities rather than to do the actual work of carrying them on.

Experience shows that it is a wise social center policy to offer cultural opportunities to the different races separately. Only in this way can an appeal to race pride be made. The Negro people should have a certain night for their glee clubs, and the Germans, the Lithuanians, and the Italians should have their special nights for their respective folk dances, national songs, and several exercises in their own tongues. If these privileges are offered in the spirit of affording the various groups the special privileges to which their particular abilities entitle them instead of from a motive of segregation, the successful carrying out of the plan will be assured.

#### SOCIAL CENTER EQUIPMENT

The board of education can do a great deal to facilitate the social center work by making a few inexpensive alterations in various rooms and adding suitable equipment. Practically all the schools have basement rooms that are capable of use for games, reading, club meetings, or some other recreative purpose. By

\* For suggestions of sources of program material see Appendix, Topic A, p. 105.

#### THE SPRINGFIELD SURVEY

repainting some of the walls and doors, installing screened lights, putting screens on the windows, and equipping with plain wooden chairs and tables and closets for storing materials, these rooms could be very readily and cheaply prepared for a much greater service than they are now rendering. Many of them are accessible by basement entrances and could be used without entering other portions of the building. Where this is not the case, or where it was desired to use spaces upstairs, such parts of the building as were not needed could be shut off by wooden gates or barriers hung across a corridor or stairway.

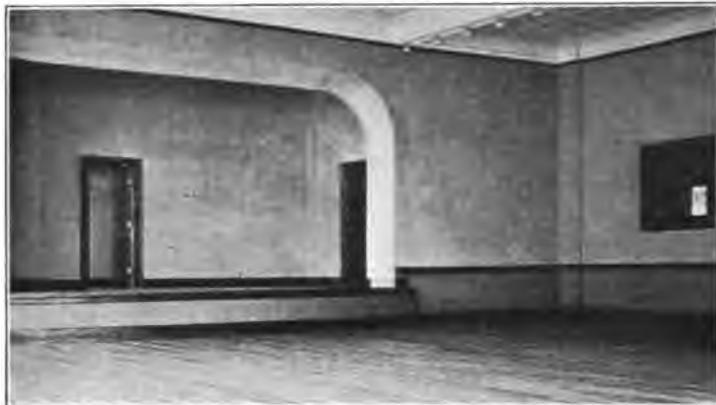
Several class rooms in each building could be made available for evening social purposes by taking out the fixed desks and seats and installing movable furniture. Such action is in several hundred cities now justified by purely pedagogical reasons, although the greater utility of rooms thus equipped is ample warrant for the substitution. If, however, the expense cannot be met the rooms can still be made utilizable by putting their present furniture upon strips 1 inch thick by 4 inches wide running parallel with the aisles, thus making it possible to move the seats in sections out into the hall with little trouble. Sections of four or five seats are easily handled.

The generous corridors possessed by most of the Springfield schools are admirably adapted for small dances, group games, folk dancing, and many other indoor diversions. Their usefulness would be still further enhanced in certain instances by protecting the lights and windows with screens and furnishing small movable platforms.

Every school should be provided with an assembly room as soon as possible. In some cities this need has been temporarily met by removing the wall between two class rooms and substituting a sliding or folding partition. Such a space equipped with movable furniture would serve many uses. In Milwaukee the auditoriums in the school centers have level wood floors, high platforms, and screened windows and lights, and are equipped with plain wooden chairs bound together in fours by a plank nailed beneath their bottoms, basketball standards and baskets, flame tungsten lights, motion-picture machines and booths, sliding curtains, and accessible dressing rooms. Besides the regular

#### **RECREATION IN SPRINGFIELD**

school purposes such rooms serve for indoor baseball and basketball, dancing, motion-picture and dramatic performances, and all sorts of evening occasions. Any city that wants to do so can provide these accommodations for the use of its citizens.



**Good Social Center Space**  
New auditorium at the Palmer School, Springfield

#### **SCHOOL ENTERTAINMENTS**

Literary and social gatherings and exhibitions arranged by the teachers might very well be integrated with the social center activities outlined above. The provision of these entertainments might be considered the teachers' share in this community work, but as neighborhood groups developed and became equipped for work the teachers might gradually turn over to them this responsibility also.

#### **THE HIGH SCHOOL**

On April 6, 1914, the students of the Springfield high school furnished detailed information regarding their outside amusements. The total number of cards filled out by the boys was 398, by the girls 459.

THE SPRINGFIELD SURVEY

**TABLE 3.—AMUSEMENTS REPORTED BY 857 HIGH SCHOOL STUDENTS  
FROM CHRISTMAS, 1913, TO APRIL 6, 1914, SPRINGFIELD,  
ILLINOIS**

	Boys	Girls
<b>Motion-picture shows</b>		
Students who attended.....	355	409
Total number of attendances.....	9,637	8,454
Average number of times per week per individual attending.....	1.9	1.5
<b>Theaters</b>		
Students who attended.....	341	386
Attendances by students with member of family.....	1,196	1,729
Attendances alone or with one not a member of family.....	3,876	2,584
Average number of performances per individual.....	14.9	11.1
Students over half of whose attendances were with member of family.....	74	179
Students over half of whose attendances were alone or with person not a member of family.....	250	188
<b>Dances</b>		
Students who attended dances.....	161	222
Attendances at private houses.....	412	441
Attendances at hotel.....	159	144
Attendances at academy or hall.....	515	552
<b>Home parties<sup>a</sup></b>		
Students in whose homes parties for young people were held.....	154	240
Attendances at such parties.....	366	717

<sup>a</sup> The figures relating to home parties are for the entire winter, 1913-14.

A comparison of the amusement habits of Springfield high school students with those of the young people in several Iowa high schools is made possible by a study made by Professor Irving King, of the University of Iowa, and published in the March, 1914, number of *The School Review*. The Iowa questionnaires numbered over 1,400 and were filled out in the high schools of Iowa City, Dubuque, Burlington, and Ottumwa. The figures on motion-picture attendance for the two sets of students are shown in Table 4.

From these figures it will be seen that 41 per cent of the Springfield boys attend the "movies" seven or more times a month, as opposed to 30 per cent in Iowa. Likewise 31 per cent of the Springfield girls show an equal frequency of attendance as compared with 21 per cent of those in Iowa. The table apparently

### RECREATION IN SPRINGFIELD

demonstrates that the "movie" habit is stronger in Springfield than it is in Iowa.

**TABLE 4.—ATTENDANCE OF HIGH SCHOOL STUDENTS AT MOTION-PICTURE SHOWS FOR 813 STUDENTS IN SPRINGFIELD AND FOR 1,400 STUDENTS IN FOUR CITIES OF IOWA<sup>a</sup>**

Attendances per month	Boys				Girls			
	Springfield		Four Iowa cities		Springfield		Four Iowa cities	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
16 or more.....	39	10	53	9	27	6	43	5
10 and less than 16.....	61	16	71	12	47	11	64	8
7 and less than 10.....	56	15	57	9	59	13	63	8
4 and less than 7.....	67	18	185	30	98	23	197	24
1 and less than 4.....	92	25	153	25	132	30	265	33
None or less than 1.....	59	16	91	15	76	17	176	22
Total.....	374	100	610	100	439	100	808	100

<sup>a</sup> Of 398 Springfield boys and 459 Springfield girls who filled out cards, 24 boys and 20 girls did not report as to attendance at motion-picture shows. In the Iowa study the pupils did not report the actual number of attendances in a specified period, but estimated their current practice.

The results in the above tables may be summarized as follows:

- (a) Practically all of the high school students attend the movies.
- (b) Of the boys, 86 per cent, and of the girls, 84 per cent, attend the theater. The boys who attend average about once a week and the girls go almost as frequently.
- (c) The majority of the visits to the theater are not made, in the case of either sex, with any other member of the family.
- (d) Social dancing is indulged in by 40 per cent of the boys and 48 per cent of the girls. A large number of the dances they attend are held in hotels.
- (e) In 61 per cent of the boys' homes and in 48 per cent of the girls' homes parties for young people are not often held.

Because the high school authorities have discouraged dancing in the high school the young people are holding many of the

#### THE SPRINGFIELD SURVEY

parties in places beyond the control of either teachers or parents. The newspapers tell of sorority dances held in the Leland Hotel, and the figures in Table 3 give further evidence of the fact that a large number of the students are resorting to hotels for their dancing opportunities. The parents of Springfield may well ask themselves whether it is a desirable thing for any large number of their young people to be forming the habit of dancing in places where open bars are not far distant and where the environment permits unusual freedom. In view of the general tendency to



THE SPRINGFIELD HIGH SCHOOL  
A social center possibility

hold social affairs outside of the home is it not incumbent upon the high school authorities to formulate and carry out a positive and constructive policy regarding the social and recreational life of the high school students?

Finally, then, both for the sake of creating a more effective community support for this institution and to meet the now neglected athletic and social needs of the students a strong "wider use" policy should be carried out at the high school. If a new building is erected it should be equipped with movable furniture

#### RECREATION IN SPRINGFIELD

and suitable gymnasium facilities, and have a large, well-arranged auditorium on the main floor with a motion-picture booth. In the administration of this building a plan should be carried out which would soon make the high school the headquarters of the federated parent-teacher organizations. The auditorium should be available for meetings of large civic bodies and discussions concerning municipal affairs. Here might also well be developed large choruses with a city-wide membership, high-class lecture courses, and amateur theatricals, and in time, a municipal or loan art gallery such as that at the Richmond, Indiana, High School or the Washington Irving High School in New York City. The finals of the indoor athletic tournaments between the elementary or intermediate schools could take place in the high school gymnasium, and here also provision should be made for the social affairs, dances, and reunions of the high school societies.

#### YARDS

Few cities have school yards that can compare in area with those of Springfield. The average size per school, exclusive of Pryor, is 101,519 square feet, or 2.33 acres. The gross area for the 19 schools is 1,928,868 square feet, or 44.3 acres. The total free space for these schools is 1,727,146 square feet, or 231 square feet per pupil for the entire city. The school with the largest amount of open space is Enos with 259,470 square feet, or 541 square feet per pupil. The smallest is the Teachers' Training School with 23,199 square feet, or 100 square feet per pupil. This is ample to give space for a great variety of school-yard games and still allow certain areas to be set aside for flowers, shrubs, grass, and trees. Several cities have placed 30 square feet per child as the minimum requirement for school playgrounds. Submitted with this report is a plan of development suggested for each school yard. The plans for the Enos and Palmer schools which are illustrated in detail in the printed report, are typical of the others; each plan, however, has been worked out to conform to local needs and conditions. The drawings for the Enos and Palmer plans were made for use in this report by A. B. Horne, of A. G. Spalding and Brothers.



**Edwards**



**Bunn**



**Iles**

**SOME OF SPRINGFIELD'S SPACIOUS SCHOOL YARDS**



Enos



Stuart



Harvard Park

SOME OF SPRINGFIELD'S SPACIOUS SCHOOL YARDS



Feitshans



Hay



Du Bois

SOME OF SPRINGFIELD'S SPACIOUS SCHOOL YARDS



Ridgeley



Lawrence



McClelland

SOME OF SPRINGFIELD'S SPACIOUS SCHOOL YARDS

### THE SPRINGFIELD SURVEY

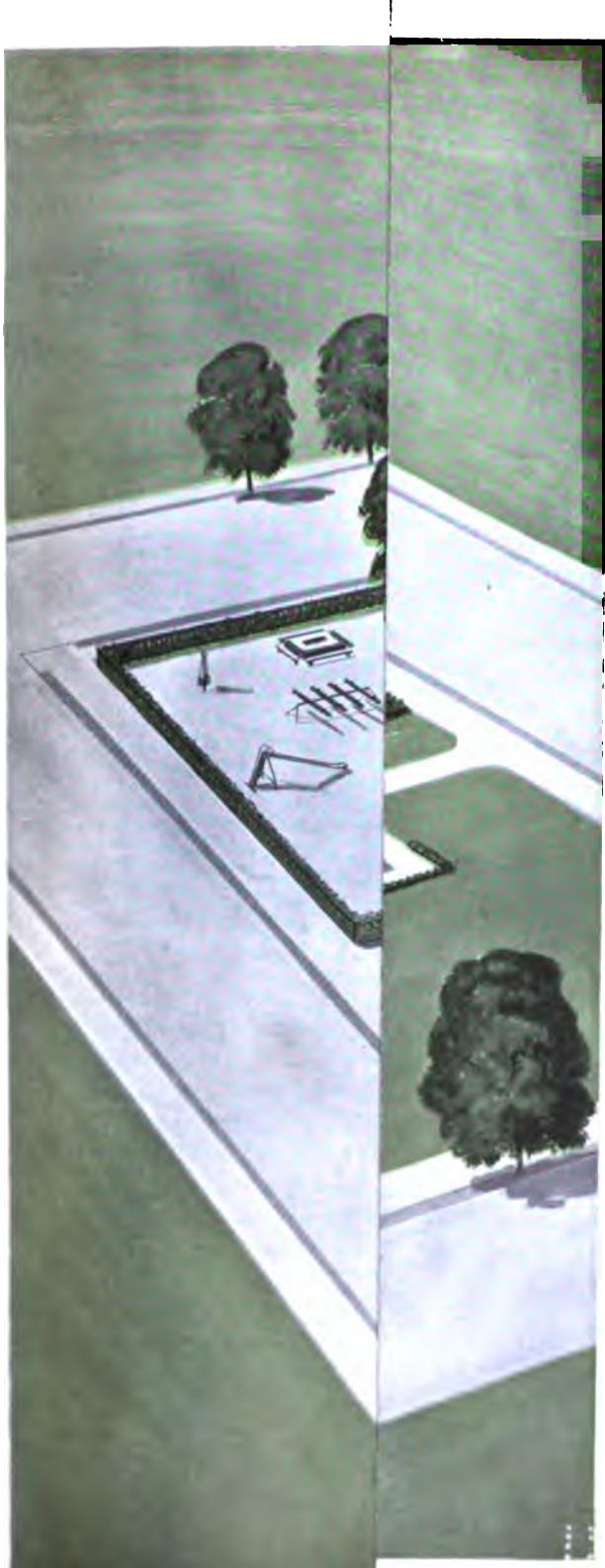
The areas of the different school sites are as follows:

**TABLE 5.—PLAY SPACE AVAILABLE ON SPRINGFIELD SCHOOL GROUNDS, 1914**

School	Pupils in average enroll- ment	Area in square feet of		
		Entire site	Free space	Free space per pupil
Bunn.....	386	142,390	133,754	347
Converse.....	340	105,350	97,250	286
Dubois.....	406	119,111	110,755	273
Douglas.....	392	54,950	48,057	123
Edwards.....	350	50,400	36,800	105
Enos.....	480	270,000	259,470	541
Feitshans.....	380	96,000	86,346	227
Harvard Park.....	134	76,788	72,030	542
Hay.....	378	83,412	75,177	199
High School.....	981	150,250	127,250	130
Iles.....	445	91,520	83,445	188
Lawrence.....	525	115,200	103,680	197
Lincoln.....	390	73,840	61,200	157
Matheny.....	254	65,772	55,317	218
McClernand.....	290	48,000	41,850	144
Palmer.....	353	102,400	83,946	238
Pryor (site temporary)				
Ridgely.....	386	143,500	126,900	329
Stuart.....	516	108,800	100,120	194
Teachers' Training.....	233	31,185	23,199	100
Total.....	7,619	1,928,868	1,727,146	227

The surfacing in most of the school yards is very poor. Very few have a good sod covering and the play areas in practically all of them are in wretched condition during a large part of the year. The soil is such that in early spring and late fall the grounds can be little used on account of the mud, and in dry times the dust is extremely bad. These conditions make it difficult to keep the buildings clean, and render the grounds practically useless for play. The mud scraper is at present an indispensable piece of school-yard equipment in Springfield.

The accompanying picture of the Converse School shows how the children are compelled, during the muddy seasons, to confine their recess play to the concrete or brick walks around the school building.



*Courtesy of A. G. Spaulding & Bros.*

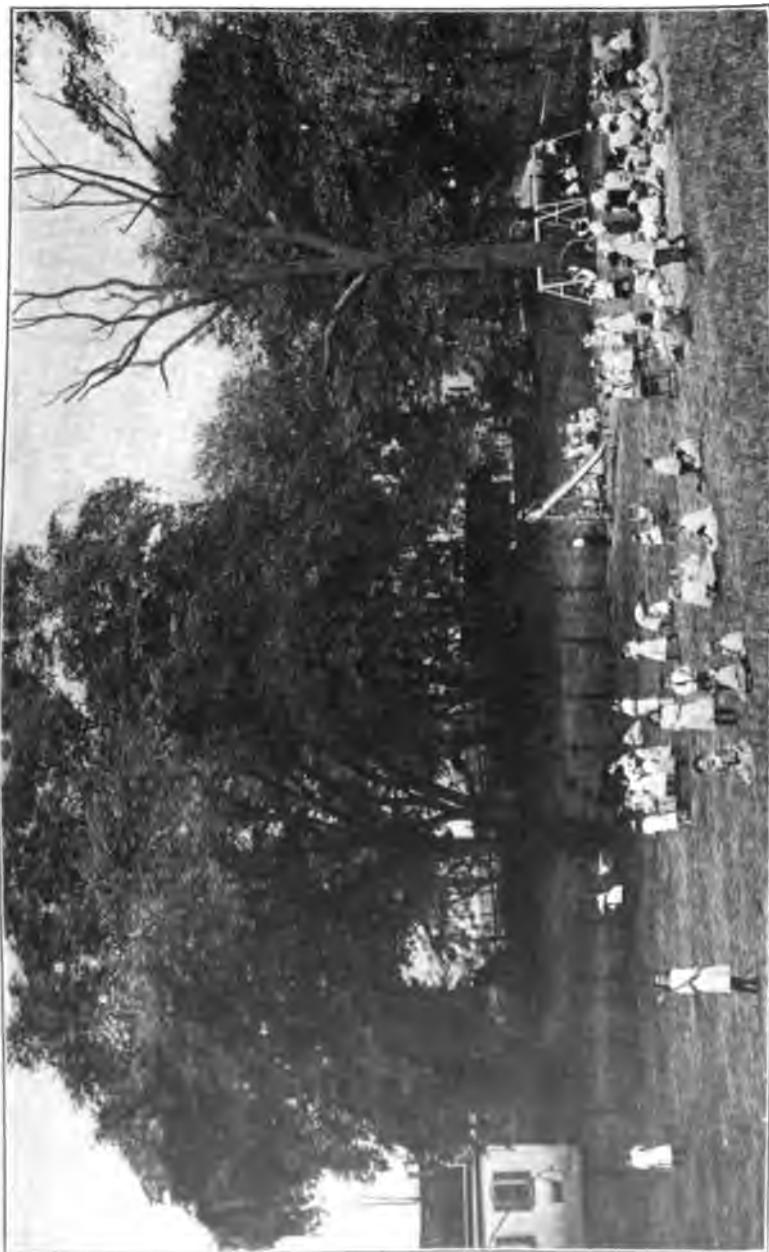
#### THE SPRINGFIELD SURVEY

them to play on the grounds while they are there in the late afternoon.

Provision should be made at each school for the free use of these grounds by placing a teacher or some competent person in charge after school hours and on Saturday afternoons throughout the entire school year. When storms prevent outdoor activities, the play rooms in the basement could be used. Here are facilities that largely meet the recreation needs of the children of grammar school age, if only a small amount of supervision and leadership is provided. The expense for such service would be \$1.50 or \$2.00 per school for each afternoon and \$3.00 for Saturdays. It would go a long way toward solving the problem of playgrounds for grammar school children in Springfield. Most of the parochial schools also have good sized grounds which should be used in the same way.

The school budget of New York City this year contains an item of \$76,000 to provide for the after-school use of yards and basement play rooms. Teachers who have knowledge of play leadership are assigned to this work. They are paid \$2.50 for taking charge of the after-school playgrounds from 3 to 5.30 p. m. It is folly to go to the expense of purchasing and equipping special playgrounds when ample school yards with the shelter, drinking water, and toilet facilities of the school plant are already available. Also, schools are supposed to be placed where they are most accessible to the children; which is also one of the first requisites in locating public playgrounds.

Only nine of the 20 public schools in the city have any playground equipment, and this is in every case limited. Although with good play leadership it is possible to carry on play activities without extensive equipment, nevertheless it is highly desirable that a few good pieces, such as seesaws, swings, slides, giant strides, volley ball outfits, and goals for basketball and soccer football be provided. This equipment should be so constructed that it may be taken down and stored or locked as it stands when the play leader is not on the grounds. It is neither practical nor even desirable to fence school grounds in such a way as to prevent trespassing. Control of the equipment, as suggested above, is all that is necessary.



A SUMMER PLAYGROUND—Not in SPRINGFIELD.

*Courtesy of "The Playround"*

ONE OF THE AMUSEMENTS CONFESSIONED TO BY SPRINGFIELD SCHOOL BOYS  
Why not attract them to the school yards?





Lorain, Ohio

**INEXPENSIVE, BUT POPULAR**

RIGHT LEADERSHIP MADE POSSIBLE THROUGH ORGANIZED PLAY

New York City



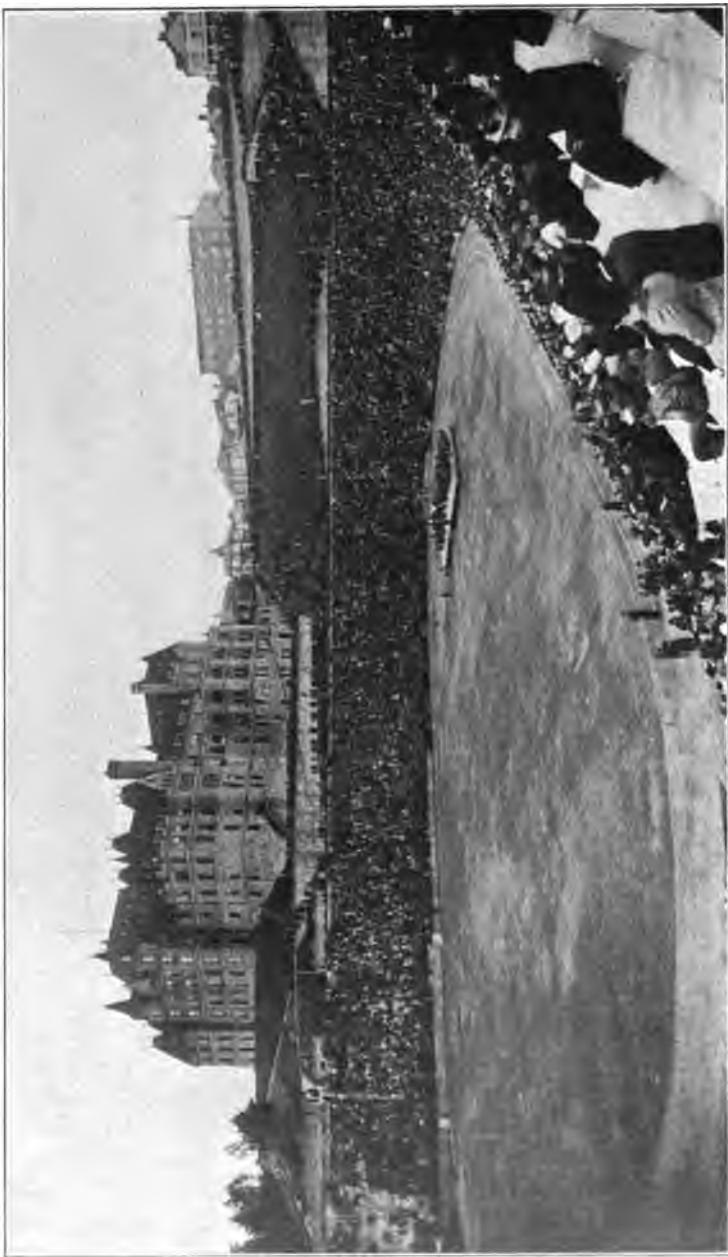
#### RECREATION IN SPRINGFIELD

The school yards of Springfield, properly laid out, equipped, and supervised, would provide at comparatively small cost, neighborhood play centers such as few cities have been able to secure even at great expense, and which would be of incalculable value to the children of the city. An excellent opportunity presents itself for Springfield, as the capital city, to set a high standard in this direction for the other cities of the state.

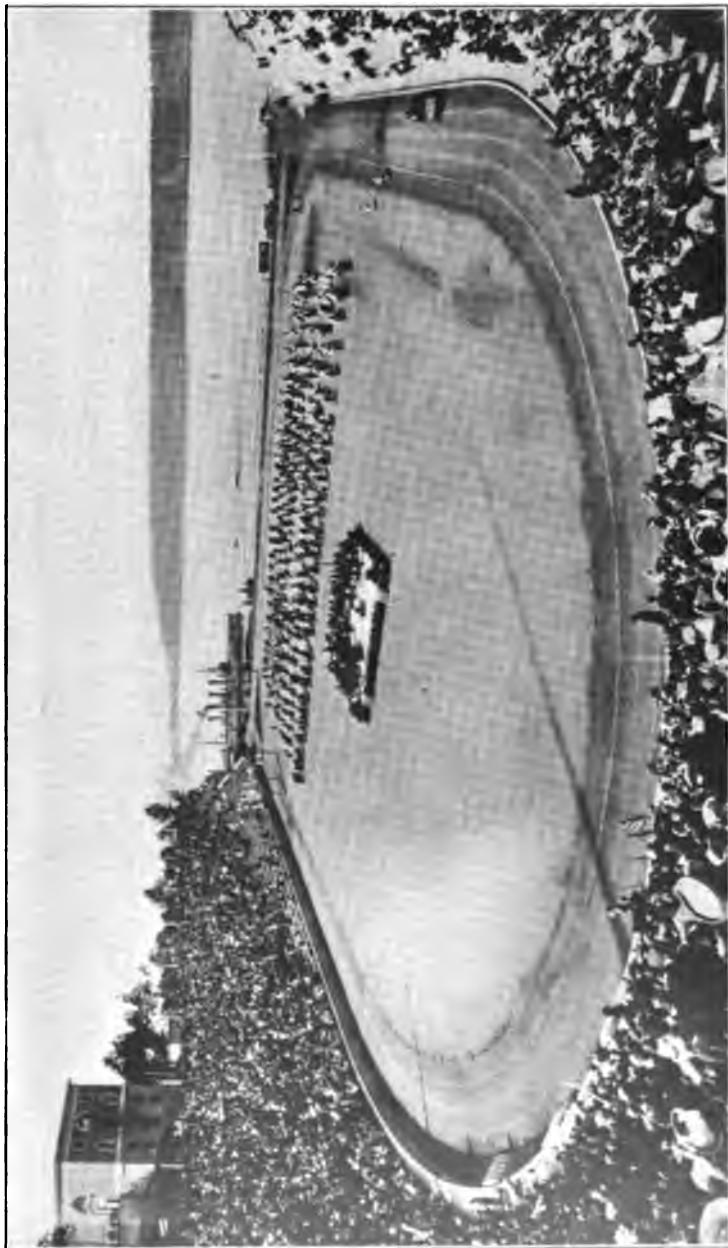
Athletics for the grammar school boys of the city are practically unorganized. Most of the schools have baseball teams and some have basketball and football teams, but they are mostly in the hands of the boys themselves. There is no formal athletic organization and adults have not taken an active interest in these matters with the boys, except that some of the school principals keep in touch with their baseball teams and the physical director of the Young Men's Christian Association has taken charge of most of the interschool basketball, the games being played at the Young Men's Christian Association gymnasium.

The high school has an athletic association which is managed by a governing board consisting of faculty members and students. Through the volunteer service of a few men on the faculty the athletic activities of the high school have been exceptionally well guided and high standards of sportsmanship and athletic courtesy prevail. The school labors under a great handicap in having no athletic field or gymnasium. The state fair ground in the extreme north of the city is used for outdoor games, and the state armory is secured, usually with difficulty, for indoor meets. The annual indoor games were held during the time of the recreation survey and opportunity was thus afforded for observing the administration of such affairs as well as the practice periods preliminary to the meet. The handling of the events and the spirit of the whole occasion were of a high order.

Similar advantages ought to be provided for the grammar school boys. The need has been for a director of physical training and play in the Springfield schools who shall take the lead in organizing a grammar school athletic league and be primarily responsible for it. He should also give such help as is needed in the high school athletics. At least 35 American cities now have school organizations of this kind in which class athletics and athletic



WHAT ONE CITY HAS DONE FOR SCHOOL ATHLETICS  
The High School and Stadium at Tacoma, Washington



ANOTHER VIEW OF THE TACOMA STADIUM

TRAINING IN ALERTNESS THROUGH Dodge Ball.

New York City



#### RECREATION IN SPRINGFIELD

badge tests have been incorporated with a view to encouraging participation by all the pupils rather than by the select few. In this way the evils of specialization and excessive training are overcome.\*

Most of the grammar school grounds if properly developed would serve for athletic practice as well as other forms of play, but there should be at least one large school athletic field centrally located where the high school students could practice and where inter-school tournaments and meets of all kinds could be held. If this field could be located adjacent to the site for a new central high school, and the school building be so constructed as to provide ample bathing, toilet, and dressing room facilities, great economy and convenience would result. One outfit of such equipment could well serve both the school and the athletic field, thus reducing by one-half this item of expense.

There are practically no athletics for the girls either in the high or elementary schools, except that the school board has an arrangement with the Young Women's Christian Association for taking groups of high school girls at stated times for gymnastics and games. Athletic activities properly selected to meet their needs should be made possible for the girls as well as for the boys. This should be a part of the task assigned to the director of physical training and play.†

At the time of the recreation survey these needs were brought to the attention of the superintendent of schools. The report of the school survey concurred on this point. It is gratifying to learn that within the last few weeks Dr. Earl H. Hand, a physical training, athletic, and playground expert, has been engaged for this work.

\* For details of this plan see Appendix, Topic B, p. 105.

† See Appendix, Topic C, p. 112, for details concerning athletics for girls.

## V

## THE PARKS

Springfield has nine parks with a total area of 446.5 acres.  
The parks and their respective areas are:

TABLE 6.—AREAS OF SPRINGFIELD PARKS

Park	Area in acres
Washington	150.5
Bunn	120.0
Lincoln	92.0
Bergen	60.0
Iles	10.5
Forest	6.0
East Side	4.0
Enos	2.5
Factory	1.0
Total	446.5

This provides one acre of public park for every 131 inhabitants.  
The rating of some of the other cities of the United States in this respect is as follows:

TABLE 7.—RATIO OF PARK SPACE TO POPULATION IN 11 AMERICAN CITIES

City	Inhabitants per acre of park space
Washington	60
Los Angeles	81
Minneapolis	104
Baltimore	244
St. Louis	251
San Francisco	298
Philadelphia	300
Boston	310
Detroit	366
Buffalo	404
Chicago	493



SUNDAY AFTERNOON IN WASHINGTON PARK, SPRINGFIELD



THE CHILDREN'S CORNER IN WASHINGTON PARK, SPRINGFIELD  
61

#### THE SPRINGFIELD SURVEY

The parks of Springfield are under a district board of trustees of seven members, which is a body separate from and independent of the municipality. It secures its funds by direct taxation and is not responsible to the city for its expenditures. The budget for the fiscal year ending May 31, 1913, was:

Park maintenance.....	\$36,680.75
Park improvements.....	21,587.68
New sites.....	11,350.70
Boulevards.....	19,481.67
General.....	<u>6,368.29</u>
Total.....	\$95,469.09

The board's district includes considerable territory outside the city limits. Washington and Bunn Parks are only partly within the city proper. In fact, all the parks except four small ones, Forest, Iles, Enos, and Factory, are on the extreme borders of the city, and are therefore not as accessible as might be desired. The transportation facilities are, however, good and the parks are much used.

Few cities have more beautiful parks than Springfield, and the park board has still higher standards toward which it is working. At the time of this survey the board was employing one of the ablest landscape architects in the country to aid in extensive plans of reconstruction and extension.

A new park site has been secured in the eastern part of the city near the Matheny School and is to be developed in part as a model playground for children. In the territory midway between the new park site mentioned above and Bunn Park on the south there is great need for another new park. A considerable Negro population in that section would be greatly helped by the establishment of a public park in their part of the city.

One park under the district board is entirely outside the city limits. It is the new Bergen Park, located about one-half mile east of the city, and as yet has no street car service.

Unusually fine field houses have been provided in Lincoln and Washington Parks which serve well not only for the accommodation of picnic parties but for evening social occasions of various kinds. A caretaker with his family lives in each of these field houses and exercises careful supervision over the premises at all



**EARLY SPRING IN LINCOLN PARK, SPRINGFIELD**  
**The field house on the hill**



**IN LINCOLN PARK, SPRINGFIELD**  
**Some play apparatus among the trees**



PLAY UNDER EXPORT LEADERSHIP IN A HARRISBURG, PENNSYLVANIA, PARK

#### RECREATION IN SPRINGFIELD

times. These field houses are open during the entire year. If operated on a practical basis they might well be made to yield a substantial income, thus cutting maintenance expenses.

The extensive use of the parks by the people is the only way in which dividends may be realized on the capital invested in them. The park board is improving and extending its facilities. It is not in a position, however, to organize and promote their use by the public and to provide play leadership on its equipped



FROM THE PORCH OF THE WASHINGTON PARK FIELD HOUSE

play spaces and athletic fields. The board looks to the school authorities for co-operation in this work which is regarded by its members as primarily of an educational character. This situation offers a splendid opportunity for team work between the park board and the school board; one providing the space and equipment and the other the promotion, play leadership, and supervision of activities. A joint committee might well be formed to deal with all matters touching upon this co-operative relation.

## VI

### THE STREETS

Streets always have been and probably always will be centers for play and social life. In some cities where the cost of land for playgrounds is exceedingly high (there are instances where land has been purchased at over \$1,000,000 per acre for playgrounds) the municipal authorities have closed certain cross streets after 3 p. m. for use as playgrounds. These closed streets become real neighborhood centers, even to the extent of "block parties" being held in them by the adults of the neighborhood. When these closed sections are asphalt paved they are used extensively for roller skating.

Springfield does not, with its ample school grounds, park spaces, and home grounds, face the necessity of intensive use of streets. But the fact remains that the schools are much used for play, and, with school grounds closed after school hours and school buildings practically unused for recreation and social purposes, the youth of the city are forced to resort to the streets and the commercial amusement places for their evening and evening recreations. A visitor to the city cannot fail to be impressed by the unusually large numbers of young people, twelve to twenty-two years of age drifting up and down the "downtown" streets in the evening.

Standing at the corner of Fifth and Monroe Streets for a period of thirty minutes (7.45 to 8.15) on the evening of April first, two investigators counted 462 girls and 813 boys, a total of 1,275 young people, passing that point in the few minutes indicated. This was a perfectly normal evening; in fact it seemed that the number on the streets was below the average if anything.

No city can afford to have its young people spending their evenings in this way. The responsibility rests squarely with the homes, the schools, and the churches, and not to meet it means

#### RECREATION IN SPRINGFIELD

disaster. By encouraging and making possible the coming together of these young people in their own neighborhoods in recreation and social centers, in parties, socials, and entertainments,



Springfield A MUDDY BALL GROUND, BUT BETTER THAN NONE



Springfield MAKING THE BEST OF EXISTING CONDITIONS

and in clubs—musical, social, dramatic, and civic-- the dangers of the downtown streets can be lessened and a positive aid to culture, refinement, and right living can be provided.

## VII

### THE LIBRARY

Anyone who has ever enjoyed a good book does not need to be told that a public library is a recreational institution. The Lincoln Library building is centrally located and, from the standpoint of the traditional hours open to the public, is apparently rendering a satisfactory service. It has a children's room and special attention is given to their needs. Further, however, there is no trained story-teller on the library staff. Such a person would make a desirable addition and could accomplish a great deal by way of reaching a larger circle of people and instilling in them a love of narrative and good books. At present no record of visitors to the children's department is kept. For the administrative purpose of being able to analyze more intimately the results of the staff work it would seem that such a record should be kept.

In the basement of the building there are two well equipped meeting rooms. It was said that many local organizations held their meetings in these rooms, but no record of their names or the amount of service rendered them is kept. It was reported that some of the organizations, such as the story tellers' club, Teachers' Association, and the Women's Club, which formerly met in the library, are now meeting in the Young Women Christian Association building. The removal of these organizations raises the question as to their reasons for leaving. It may be that these would not, if known, cast any reflection upon the library management. Possibly the fact that the library club rooms are closed at 9 o'clock in the evening is the particular reason. If this early closing hour is seriously mitigating against the larger use of these available accommodations it would perhaps be well for the board of directors to consider the advisability of arranging to keep them open until a later hour, especially on club meeting nights.

#### RECREATION IN SPRINGFIELD

The library is wisely making additions of German, French, and Italian works. The policy of offering immigrants books in their own tongues is now followed in many other enterprising libraries and could well be extended in Springfield by the addition of new books in the above mentioned languages as well as others in Lithuanian and any other foreign tongue for which there is a real demand.

In its extension work the library is now furnishing deposits of books to the telephone exchange, the Illinois Watch Factory, a shoe factory, and two laundries. This is a very commendable service and should be extended as rapidly as means permit, and the facts regarding this service should be given publicity to the end that adequate public support for the library may be secured.

The most important part of this extension work is that connected with the schools. Collections averaging over 300 books each have been placed in eight public schools and one parochial school. Plans are now on foot to start two additional branch libraries this coming fall. Such collections should eventually be found in all the public schools of the city. Through co-operation with some of the parent-teacher or other neighborhood organizations arrangements might be worked out in the course of time by which these collections would serve as nuclei of local branch libraries which would be open not only during school hours but for a while in the evening under the supervision of responsible persons.

Grand Rapids has branch libraries in six public school buildings which are kept open from noon until 9.30 p. m. each day under the charge of trained librarians. By this arrangement the public library is brought nearer to the home and the distribution of books is facilitated by the school children carrying books home to their families. The superintendent of schools in Grand Rapids is ex-officio a member of the library board. No doubt the co-operation between the public school system and the library in Springfield would also be facilitated if the board of library directors would voluntarily make an arrangement whereby the superintendent of schools became a member of their board. With wider popular use the library would probably receive more ample financial support from the tax payers.

## VIII

### THE MUSEUM

Springfield has an unusual resource for recreation-education in the State Museum of Natural History. Although inadequately housed and further handicapped by insufficient funds, the museum under its able curator, Dr. A. R. Crook, offers to the people of Springfield facilities for most enjoyable and profitable use of free time.

The museum was established in 1851 and has since been combined with the State Historical Library. It occupies the second floor front of the State Arsenal, but is so limited in space that only a part of the extensive collection of specimens can be mounted and made available to the public. Many valuable specimens are of necessity packed away and placed in storage. There is urgent need for a suitable building, which up to the legislature has failed to provide. Some money has been spent for plans, but here the matter seems to rest. Illustrations under the auspices of the museum were given in 1910 upon topics as Big Game in Alaska, An Ascent of Mt. Blanc, and the Earth is Known to be Millions of Years Old, but recent small appropriation needed for this has also been denied.

The curator has exceptional ability in mounting and displaying the specimens. The displays, even in the present cramped quarters, rival in attractiveness those of the leading museums of the world. The accompanying illustration of the Red Deer exhibit suggests how well this work has been done.

The present collection is valued at \$110,000, and it could be greatly increased at practically no expense if only there were a suitable building for it. Several large and valuable collections may be had as gifts as soon as adequate quarters are provided. Dr. Crook is desirous of making the museum of use to the schools in teaching natural history, both by providing accommodations



AN EXHIBIT IN THE NATURAL HISTORY MUSEUM  
One of Springfield's unappreciated recreation resources

#### THE SPRINGFIELD SURVEY

at the building for class demonstrations, and by establishing branch collections in the schools throughout the state. Local collections for addition to these branches could then be encouraged. An active interest on the part of citizens to aid in securing the necessary appropriations will make this extension work possible.

A booklet on The Geology of Sangamon County has been prepared by the curator, which, if effectively brought to the attention of the children and young people, would serve as an incentive for excursions, exploring trips, and the making of specimen collections. There are few resources for more profitable and enjoyable use of free time than this.

## IX

### SEMI-PUBLIC INSTITUTIONS

#### SOCIETIES, CLUBS, AND FRATERNAL ORGANIZATIONS

Under the head of Society in the newspaper columns of the *Illinois State Register*, 326 occasions were reported during thirty days. These may be classified as follows:

Meetings of church organizations.....	126
Meetings of social organizations.....	103
Entertainments.....	37
Card parties.....	30
Balls or dances.....	23
Amateur theatricals.....	7
	<hr/>
	326

A glance at the above table will show that 97, or about 30 per cent, of the meetings were of a distinctly recreational character. Those meetings reported are of course only a part of the total number which occurred in the city during that period of time. It can easily be seen that the activities of these private organizations form a considerable part of the leisure of the community.

The elements of a city's recreation, that afforded by semi-public organizations offers the least occasion for community alarm. It would indeed be a cause for anxiety if societies, fraternities, clubs, and so forth did not flourish in a community. The coming together of individuals in social groups is one of the finest features of modern civilization and the facilitating of such gatherings should be a part of every recreational program. A large part of the value of these groupings arises from the freedom of initiative which they enjoy. Of course, wherever large freedom is granted it frequently happens that it is abused by a certain few. An instance in point is afforded by an "entertainment" included in the above list.

The event in question was held by a prominent club on March

#### THE SPRINGFIELD SURVEY

30 in their club rooms. It was announced in the newspapers as an "Athletic Show" and it began with a "battle royal" boxing bout among five Negroes. Five burly men, stripped to the waist, entered a roped arena on a platform. At the stroke of the bell two couples immediately began sparring. The fifth man then pitched into one of the boxers who seemed to be having the best of it, thus breaking up the pair. The released man turned to the other group and picking out one of the men began without warning to punch him. And so the fight proceeded. No matter how cleverly a man might be holding his own he was always in danger of having someone come at him from behind with a none too well padded fist. Scientific boxing was not in evidence. The contest was one of brutal physical endurance. When a man could keep it up no longer he left the ring and the winner was the man who stayed in longest. As announced, the winner was to receive \$4.00, the second place man \$2.00, and the third \$1.00.

The second event consisted of exhibitions of strength by Max Miller and his associates. The third number was a six one-minute round boxing contest between the "K—— brothers," aged seven and nine years. Two white-skinned little boys, not yet out of the primary grades, in a prize-fighters' ring, fighting for the amusement of several hundred business men and sportsmen! At the end of the contest a shower of nickles, dimes, and quarters rained upon the mat in token of the crowd's appreciation. Two more boxing contests filled out the evening's entertainment, one a friendly contest in which the winner was picked by the referee's decision, the other running only five rounds which ended in a knockout. The M—— Quartet sang between events. The only mention of this *edifying* entertainment which appeared in one of the next morning's papers is as follows:

The second athletic entertainment and athletic show of the.....  
.....Club was held last evening at.....  
and the attendance was the largest of the season. M—— M——  
appeared in a strong act, while the.....Quartette tendered  
a number of pleasing selections.

There is a state law in Illinois which forbids prize fights. In this case it was evaded by calling it an athletic exhibition given

#### RECREATION IN SPRINGFIELD

by a private club for its own members. The tickets of admission did indeed bear the legend "Member's Ticket," but a couple of strangers who had been in Springfield only a few weeks encountered no difficulty in purchasing them. Indeed, if all those in the audience were members of the club, it is a large and thriving organization!

The larger freedom enjoyed by private organizations has led to abuse in many cities. Two or three individuals get together, give themselves a name, hire a hall, arrange a prize fight or a dance, print posters and tickets, run off an affair which escapes the expense of license and other restrictions imposed upon commercial amusement enterprises, and nets the "private association" a tidy sum of money.

Only two recommendations are called for by this situation. The first is the responsibility which rests upon all individuals of the city to avoid participating in or being members of groups which offer any非法的, illegal, or unwholesome kind of entertainment; the second is the obligation resting upon the community to provide meeting places in wholesome environments, and activities designed to offer a full outlet for all the healthy impulses of men and women. Of course it is also expected that the police will be alert to prevent such violations of the law as the ones described above.

Gymnastic, in itself, when carried on under the amateur rules is a form of exercise which might well be encouraged in school social centers and the Young Men's Christian Association gymnasium. Instruction in the manly art can be given in such a way that along with the skill in handling the body there will at the same time be inculcated the ideal of sport for sport's sake instead of sport for a livelihood.

#### THE YOUNG MEN'S CHRISTIAN ASSOCIATION

The Young Men's Christian Association was started in Springfield over twenty years ago. It is housed in a building that cost above \$100,000 and is admirably located for the kind of work that such an institution is supposed to do. The management is in the hands of a board of trustees of 15 members.

At the time of the recreation survey, the organization was far

#### THE SPRINGFIELD SURVEY

from being in a satisfactory condition. Owing to a series of unfortunate circumstances the support for the work had seriously fallen off and public interest and backing was at low ebb. No general secretary was in charge, the building was in a rundown and unattractive condition, and the physical director, struggling along as best he could under the circumstances, was very much disheartened.

Although the streets, pool rooms, public bowling alleys, skating rink, and other amusement resorts were teeming with young men, the Young Men's Christian Association building was practically deserted. After a visit to the building one would not expect it to be otherwise. Some allowance might be made because of the fact that repairs and alterations were then going on, but this would not account for the untidy and extremely uninviting appearance of those parts of the building not being overhauled nor for the atmosphere of stagnation and lack of "things doing" that pervaded the whole place. Inquiry throughout the city from those who would normally be expected to support or participate in a Young Men's Christian Association demonstrated that leadership and up-to-date administration were the great needs. One young man said that when he arrived in the city some months before he went to the Young Men's Christian Association expecting to join and if possible secure a room there, but after looking around a bit he departed without making known his purpose in calling.

Most of the members of the governing board were conscious of the condition of affairs, but were struggling with the money-raising problem and hoping to put the organization on its feet financially before employing a general secretary. The construction of dormitories in the upper floors of the building was looked upon as a means to that end. One trustee remarked that they had closed the year just passed without a deficit in the treasury, apparently not appreciating the appalling deficit that had piled up against them in lack of service rendered and young men and boys led into unfortunate free-time pursuits because the Young Men's Christian Association was not functioning as it should.

It is a source of great satisfaction to be able to report that recently the entire work has been reorganized, co-operation

#### RECREATION IN SPRINGFIELD

established with the state and national authorities of the Young Men's Christian Association, and a staff of employed workers secured, including a general secretary, physical director, boys' work secretary, membership secretary, and office secretary.

This undertaking merits the support of every person in Springfield who is interested in the welfare of young men and boys. The work is carried on along such broad lines that no group or creed need to hesitate about allying itself with it. Its function is to serve as a great club for young men that shall provide wholesome, vigorous, attractive recreation under leadership of the highest type.

#### THE YOUNG WOMEN'S CHRISTIAN ASSOCIATION

The Young Women's Christian Association of Springfield is only five years old, but already it has housed itself in an attractive and commodious building well located, and has developed an effective program of work. Camp Fire Girls have been organized under its auspices, and by special arrangement with the board of education classes of high school girls are given gymnasium periods for physical training and games at the association building. The organization maintains an excellent cafeteria in the basement of the building which is open to the public, and young people are welcome to the well appointed reception rooms. Mixed social entertainments are frequently held in the building. Young women are invited to have their escorts meet them at the entrance of the Association.

The organization is doing an excellent piece of community work and, together with the reorganized Young Men's Christian Association, deserves substantial public support. Without charging membership fees prohibitively large, this work cannot be maintained from that source alone. Its public service character gives it ample justification for expecting generous support.

#### THE CHURCHES

The justification for considering the churches among the agencies that should have to do with public recreation comes from the fact that recreations right or wrong are such a compelling force in the moral life of young people, —and of adults also,—and

#### THE SPRINGFIELD SURVEY

because numerous churches realizing this fact have been among the chief agents in bringing about the establishment of children's playgrounds and recreation centers for boys and girls. Frequently it happens that this work is later taken over by the municipality or the school authorities and maintained directly by funds secured by taxation, but the initiation of the work and the pioneer experiments have in numerous cases been made by the church directly or one of its departments or affiliated groups.

Springfield's churches, as compared with those of many other cities, have not been specially active in this branch of social service. It is true that most of the churches have the traditional church socials and society meetings, and in one case a gymnasium for children is maintained in connection with the church, but it was found that the churches of the city had not in any large way taken the lead in making provision for the recreational and social life of the boys and girls. In fact, one minister expressed some doubt regarding the propriety of giving support—moral and personal, not financial—to the local Young Men's Christian Association. This is by no means true of the majority, however. The Ministers' Association has taken an active interest in the Springfield Survey as a whole and has aided financially in the undertaking.

When some of the recreation survey findings with reference to the conditions surrounding the young people of the city in their search for evening amusement were brought to the attention of certain of the leading pastors, steps were at once taken to deal in a preventive way, at least, with the situation. One result was the stimulating of a public inquiry into the conduct of one of the local amusement places with the result that measures for its regulation and control were put into operation. Another outcome was action that led to the removal of the red lights and the names on the doors in the "red light" district,—the section that had been a conspicuously glaring insult to the decency of Springfield's citizenship for some time. That part of the city has since been properly lighted, and whether or not this treatment is adequate to meet the situation the fact remains that this industry no longer flaunts its brazen advertisements in the faces of the city's youth.

#### RECREATION IN SPRINGFIELD

For these and other efforts to suppress evil the churches of the city should be given credit, but some of us think that they ought to go further and take the leadership in bringing public opinion up to the point where it will demand that adequate provision be made for properly equipped and supervised playgrounds, athletic fields, and recreation centers for the youth of the city. Strict regulation, and sometimes absolute prohibition, of certain public resorts that are maintained for profit, is unquestionably necessary, but this must be accompanied by positive action in providing right facilities for recreation, the lack of which frequently stimulates the establishment of agencies of the undesirable sort.

In Brooklyn, New York, the Sunday schools of the city have organized a Sunday School Athletic League which is governed by a central body made up of representatives of the different churches. It holds athletic meets at frequent intervals, open to the members of the Sunday schools concerned, and provides a great variety of tournaments and games through the year. The league has been instrumental in bringing about a marked improvement in public facilities for recreation within its territory. Several other cities have similar organizations that are doing much to build up a higher type of citizenship.

# X

## COMMERCIAL AMUSEMENTS

### MOTION PICTURES

In March, 1914, when the recreation survey was made, 10 motion-picture theaters were in operation. Upon investigation it was found that, as respects ventilation and cleanliness, only two or three of the houses were not in fairly satisfactory condition. As a rule, also, the illumination of the audience was sufficient to minimize objectionable conduct and as far as could be observed order was fairly well maintained. The programs were of average character, neither exceptionally good nor shockingly bad. No unclean pictures were observed although not all of them bore the approval of the National Board of Censorship.

The city ordinances contain regulations regarding the licensing of motion-picture shows and also specify how the cinematograph machines shall be installed and housed. The latter, if properly enforced, are adequate for the avoidance of fire hazards peculiar to this sort of enterprise. The regulations, however, are defective in their requirements regarding the moral conditions surrounding the motion-picture business. They now provide that the mayor may refuse to approve applications for licenses if the place for which a license is desired is not a "fit and proper place and not constructed, maintained, operated, or conducted in accordance with the provisions of the ordinances of the city governing and controlling said places, or if the entertainment desired to be produced or offered be of an immoral or dangerous character, or the person making application for a license be not of a good moral character." They, however, provide no machinery for regular inspection of existing theaters with a view to determining whether or not the moral and sanitary conditions required before licensing are maintained afterwards, a defect that should

#### RECREATION IN SPRINGFIELD

be promptly remedied.\* While the character of the motion-picture entertainments now offered in Springfield is of average wholesomeness, what assurance is there that objectionable features will not surreptitiously creep into them? Should it not be somebody's job to see that they are kept out? Some cities have met this situation by the regulation that only such pictures may be exhibited as have been passed by the National Board of Censorship.

The total number of seats in the 10 motion-picture houses referred to above is 3,232. The commissioner of buildings, who is in and out of the "movies" continually making fire inspections, estimated that the daily patronage amounts to three times the seating capacity of the theaters. While it is believed that this estimate is too high, the reports of the high school students as to the frequency of their attendance and other indications furnish basis for the belief that on an average these houses are filled up and emptied at least 12 times a week. Since many of them are open on Sunday this is not quite two times a day. At that rate the total amount paid in motion-picture admissions in Springfield is more than \$2,000 a week during the regular season. At the time this study was made three additional theaters were soon to be opened, a bit of additional evidence of the good patronage enjoyed by the existing theaters.

The large amount of attendance at motion-picture theaters raises several questions which should be pondered by all those who have the moral and intellectual welfare of the city at heart. Granting that on the whole the entertainment offered by these theaters is fairly wholesome, it still must be admitted that it is of a passive character, calling for little activity on the part of the spectators, and that while some of the films furnish information of a valuable character a large proportion of them present pictures of life which cannot be considered very faithful mirrorings of the actual facts. Would not a better balance be maintained in the lives of many of the young people if a certain part of the time they are now giving to witnessing films could be given to participation in games, musical and dramatic exercises, and other activities which afford expression of individual tastes and im-

\* See Appendix, pp. 124-126.

#### THE SPRINGFIELD SURVEY

pulses? Is not the provision of this more positive, constructive, recreational opportunity a matter of community concern? Also, should not a systematic inspection of motion-picture theaters and other entertainments be exercised by some public body?

#### THEATERS

There are four theaters in Springfield, known as the Majestic, Gaiety, Empire, and Chatterton. Two of these offer vaudeville performances three times daily; the third, burlesque nightly;



THE CHATTERTON AND ITS SURROUNDINGS

while the fourth offers a varied program. Their combined seating capacity is about 2,900. A conservative estimate would place their combined weekly receipts at about \$4,000 during the regular season. The citizens of Springfield thus spend about \$6,000 a week upon motion pictures and theater performances.

The only theater which makes a pretense of offering anything more serious than vaudeville is the Chatterton. It is located only a block from the red-light district and is flanked by one saloon on one side and three on the other side. An examination of its offerings on 18 dates beginning at the end of March and running through May showed the following results: Drama, 2;

#### RECREATION IN SPRINGFIELD

comedy, 4; musical comedy, 4; burlesque, 2; wrestling matches, 4; vaudeville, 1; motion picture, 1. A selection of the offerings during midwinter might show a somewhat higher percentage of serious drama.

In Springfield's least pretentious theater the visitor can pay either 10 or 25 cents for admission. If he pays the larger sum he is admitted to the gallery, which is devoted entirely to some score of boxes each containing a total of four or more chairs, placed around a small table. No sooner has he taken his seat than his box will be invaded by a young woman in short skirts who bounces in, takes a seat, and invites herself to have a drink at the visitor's expense. If he accedes she pushes a bell and a waiter appears. The visitor then discovers that while he may order beer if he wishes to, his companion is limited to some more expensive beverage. There is a list of prices on the door of the box, but if the visitor is not wary he will find himself paying considerably more than the list calls for. Before departing the waiter hands the young woman a check which she blithely discloses determines her personal commission. The young woman's manner is not distant and although she may be interrupted occasionally by the necessity of going on the stage, to participate in a bit of vocal or physical exercise, she will stay with her victim as long as her seductive companionship induces him to patronize the waiter.

Downstairs on the main floor, the chairs are grouped around little tables and although no women are present the waiters pass continually back and forth soliciting orders for drinks and cigars. On the stage a number of performers are giving a series of sketches, songs, and dances which but for the headliner that is to come at the end would not hold any intelligent person ten minutes if he had any other place where he could get out of the cold. The last number on the program is usually an Oriental dance which often exceeds the utmost limits of propriety and decency. The city code forbids the holding of lotteries as inducements to patronize theatrical performances, but on the following page are shown announcements clipped from this theater's program and a couple of tickets which it sold in March, 1914.

Night after night in this theater men are surrounded with the most unblushing temptations to excessive drinking and immor-

#### THE SPRINGFIELD SURVEY

ality. Into such an environment thousands of youths from the country are led by the innocent desire to see the "shows" of the city.

While the bulk of the theatrical performances attended by Springfield citizens are on the whole fairly clean and any attempt at smuttiness or rawness on the stage is generally hissed by the audience, yet on the whole the theatrical life of the city is not a thing to be proud of. Those people who are interested in the welfare of the city and yet have maintained only a negative and disapproving attitude toward the theater may well consider



TWO SPRINGFIELD THEATER TICKETS AND A BIT OF THE PROGRAM  
Lotteries are forbidden by ordinance

whether in so doing they have discharged their full community responsibilities. Is there not an obligation resting upon them to take a constructive part in the work of giving the local drama the wholesome and cultural influence to which it is rightfully entitled? In bringing the Irish Players to Springfield the drama study class of the Women's Club took a step in the right direction and the effort might well be extended to the systematic organization of patronage for high grade dramatic offerings in accordance with the plan of the National Drama League.

At the same time endeavors should be made to develop amateur

## RECREATION IN SPRINGFIELD

theatricals at school social centers and other educational institutions with a view to stimulating among young people generally such an appreciation of good drama that they will never be satisfied with performances of a low and unrefined quality.

### DANCE HALLS

When this survey was made there were only two licensed dance halls in Springfield according to the records in the city clerk's office. At that time one of these, the Arion Dance Hall, was holding dances only Wednesday and Saturday evenings, and the other, at 1123 East Washington Street, was apparently not open very often. In addition to these two resorts there are two dancing academies open two or three nights a week, and four or five halls which are rented for occasional balls. Dances are also held once or twice a week at the new Leland Hotel. In practically all of these places payment of the admission fee is the only restriction upon attendance. In the dancing academies the admission on regular assembly nights is nominally by card, but invitations are secured without difficulty.

The resort which enjoys the largest patronage is the Arion Dance Hall. Here an orchestra of four pieces plays from 9 to 12 and dancing takes place upon a spacious floor. Ladies are admitted free and any man who has a quarter can secure admission. The dance is conducted under the auspices of the orchestra which furnishes the music. An officer in plain clothes, with his hat on, stands on the side and prevents any flagrant disorder. The latter end of March the attendance ran between 300 and 500 persons, but the doorkeeper said that on "big nights" they sometimes had 500 couples. Among the patrons there are usually a number of elderly people, husbands and wives, mothers and their daughters, and even young children, but the majority are between the ages of fifteen and twenty-five. While "breaking" is not practiced, introductions are not indispensable. The positions held by the dancers did not ordinarily show conspicuous impropriety. The old-time waltz and two-step were danced in the main, but an occasional "tango" was interpolated in the program. When the so-called modern dances were called the number on the floor diminished and the girls showed a tendency to dance the

#### THE SPRINGFIELD SURVEY

one-step only with their own "fellows." During these dances some of the partners were held pretty close.

Only soft drinks are sold in the hall, but pass-out checks are freely given and many young men went out between dances to the saloon on the corner. No intoxication, however, was evident.

A dance on the North Side was advertised by the \_\_\_\_\_ Club. The investigators found that admission was freely obtained at the rate of 25 cents per couple. The hall was one flight up and adjoined a pool room. Some youths were playing cards in the check room. No elderly people were present and the "tone" of the place was rather rough. Only 15 couples were present that evening, but the conditions were favorable for much license. There was a saloon across the street and the patrons had perfect liberty in the matter of leaving the hall during the dancing. While nothing decidedly objectionable was witnessed on this occasion the situation was one that could be very easily abused to the moral detriment of the unsuspecting young people who might be brought in by announcements of such a dance.

There are no ordinances or written police regulations on the subject of dance halls. The practice of the police department is to oblige the dance hall licensees to have in attendance at every dance, a uniformed policeman whose function it is to see that very young girls and prostitutes are kept out and that order is maintained. The requirement of a policeman in attendance does not hold in respect to the occasional balls and parties held in the several halls of the city where such functions frequently occur.

Briefly, then, in Springfield there is a large amount of uncontrolled and unsupervised dancing and much of it is carried on under conditions which may easily be abused. The situation requires the serious attention of all Springfield citizens who have the welfare of young people at heart. A definite policy concerning public dancing should be formulated and put into effect. All public-spirited citizens who do not believe in dancing at all should squarely face the question: If dancing cannot be prevented is it not advisable to make sure that the surroundings in which it is taking place are wholesome and under control of people having the welfare of their patrons at heart?

## RECREATION IN SPRINGFIELD

Dancing was once a vehicle of social life. It is now tending to become an end in itself. By opening the school houses for neighborhood dancing parties the citizens of Springfield can do much toward giving dancing its proper place in social life. In addition to a positive and constructive policy a city ordinance\* should also be passed prohibiting the giving of pass-out checks or the holding of dances in halls connected with a bar, specifying the ages of those who may be admitted, and otherwise providing for the maintenance of order and decency at the public dances.

## BILLIARD AND POOL ROOMS

According to the records in the city clerk's office billiard and pool licenses were issued for 1914 to 60 persons. The total amount they paid into the city treasury is \$1,293.65, and the number of tables covered by these licenses is 140. According to the record of the saloon licenses in force during the first half of 1914, 42 of these pool-room licensees also run saloons on the same premises. (Since July 1, 1914, the saloon licenses of six of these have been discontinued.) More than half of the pool rooms are inside of the saloon district, a district in the center of the city six blocks wide by nine blocks long. Accordingly the young men in the outskirts of the city who wish to play pool have usually to go downtown for their evening games where all of the attractions of Springfield's night life are in full swing. The temptations which surround the young man who wishes to play billiards or pool have been described on pages 10 and 11. The recommendation which is here made is that the public-spirited people of Springfield might well begin to think of ways and means of placing this attractive and excellent game in surroundings where it can be enjoyed without exposure to moral hazards.

## SALOONS

At the time of the recreational investigation there were 220 licensed saloons in Springfield. Of these, 111 were situated outside of the saloon district mentioned above, which is bounded by Second, Mason, and Eleventh Streets, and Capitol Avenue, an area equal to 54 blocks. An ordinance defining the saloon

\* For suggestions for a new ordinance see Appendix, Topic G, p. 122.

#### THE SPRINGFIELD SURVEY

district was passed August 10, 1908, and provided that after its passage no licenses should be issued for a saloon outside the prescribed district "in any room or building not occupied or used for saloon purposes at the time of the passage of this ordinance." Since the issuance of the licenses for the fiscal year beginning July 1, 1914, it is reported that there are now 198 saloons in the city, 22 less than the previous year. Seven of the former dram-shop keepers were in the bad graces of the police and wisely did not apply for licenses, while the remaining 15 dropped out because of business laxity.

The referendum on the saloon question in the spring election showed two things: first, the tenacity of the institution, and second, the fact that the wisdom of allowing the saloon to exist is seriously questioned by a large element of the population. Now that Springfield has begun to think about the saloon question there is no doubt but that it will finally arrive at the right answer, but the solution of the problem is not merely a negative and sudden abrogation of the right to sell alcoholic beverages. If in its thinking on this subject Springfield will consider not only the harm saloons do, but also the deep-rooted social needs which they meet; if the discussions will take up constructive plans as well as the prohibitive ones; it will be able to legislate the saloon out of existence with a great deal more certainty, and in so doing it will permanently enhance the welfare of the citizens. No institution is able to exist solely by reason of the evil that it does. It exists in spite of the evil because it meets some human need. If you want to undermine it build another institution which will perform its wholesome function and at the same time be free from its objectionable features.

## XI

### ATHLETICS, FESTIVALS, PAGEANTS, AND PUBLIC CELEBRATIONS

#### ATHLETICS

With its extensive park spaces and the state fair grounds available for all forms of outdoor athletics, Springfield has the opportunity to do great things for its young men. The necessary steps in this matter are organization, standardization, and pro-

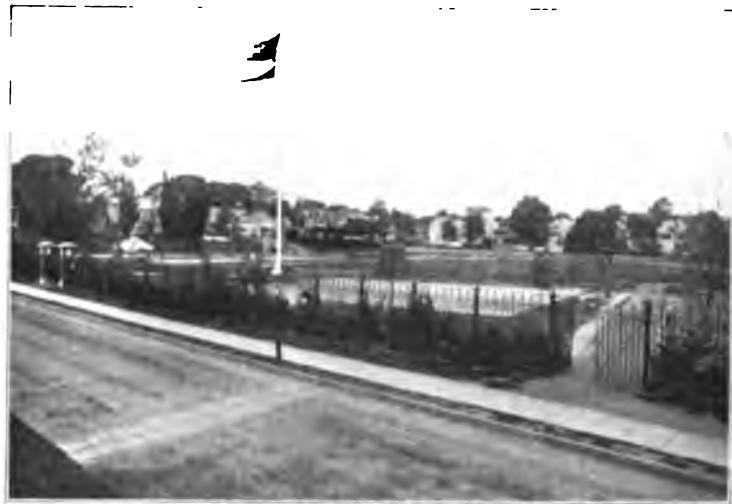


FACTORY PARK IN SPRINGFIELD

Could be improved by keeping the center free of apparatus and clear for games

motion. There should be a great municipal athletic league in which the public-spirited men of the city would assist in guiding this important work.\* Athletics may be most helpful or posi-

\* For information in regard to similar leagues in other cities see Appendix, Topic D, p. 120.



PUBLIC PROVISION FOR ATHLETICS AND PLAY IN EAST ORANGE, N. J.



AN OCCASION AT THE EAST ORANGE, N. J., FIELD

#### RECREATION IN SPRINGFIELD

tively harmful in their influence. It is for the men of the city to determine their character. High standards in sport and adherence to rules of eligibility and competition are possible only if those who themselves have such ideals take an active interest in the matter.

An unusual number of Springfield's industrial establishments already have baseball teams that operate through an informal sort of federation. This would serve as the nucleus around which to build. The teams in this group whose names were discovered during the survey are:

Name of baseball team	Institution represented
Appels.....	Appel Clothing Store
B. & O.....	Baltimore and Ohio Railway
Bankers.....	Independent
Braves.....	Independent
Bunnies.....	John W. Bunn and Co.
Business Men.....	Independent
Carpenters.....	Carpenters' Union
Central Union.....	Central Union Telephone Co.
City Hall.....	Independent
Combacks.....	Independent
Court of Honor.....	Court of Honor Insurance Co.
Dundees.....	Dundee Clothing Co.
Enterprise Cleaners.....	Enterprise Cleaning Co.
E. and W.....	E. and W. Clothing Co.
Iles Park.....	Independent
Lafayette-Smith.....	Lafayette-Smith Grocery Co.
Meter Works.....	Sangamon Meter Works
Meyers Brothers.....	Meyers Brothers Clothing Co.
Meyers Brothers Juniors.....	Meyers Brothers Clothing Co.
Moose.....	Loyal Order of Moose
Newarks.....	Newark Clothing Co.
Painters.....	Painters' Union
Paris Cleaning Co.....	Paris Cleaning Co.
Press.....	Independent (newspapers)
Ratz Cubs.....	Ratz Grocery Co.
Roberts Laundry.....	Roberts Laundry
Shoe Factory.....	Shoe Factory
Watch Factory.....	Springfield Watch Factory

Private athletic grounds adjacent to or near the plants of some of these establishments would greatly stimulate participation. It is not unusual for business concerns to make provision of this kind as a resource for recreation at the noon hour as well as after hours. One of the furniture manufacturing companies of Grand Rapids, Michigan, has a fine field of this kind. A great municipal athletic field with dressing rooms, showers, and a



New York The Remington Typewriter Company Provides An Athletic Field for its Employees

#### RECREATION IN SPRINGFIELD

large indoor swimming pool is an object toward which Springfield might well work.

Track and field athletics deserve even more attention than do the team games. They afford greater opportunities for extensive participation. Competition among local groups should be emphasized, inter-city meets being incidental to it. The aim should be to get every young man in Springfield actively interested in some branch of athletics. No investment could be made that would yield larger civic and social returns.

#### FESTIVALS AND PAGEANTS

Festivals and pageants belong to the spring. Then the call of the great out-of-doors is strongest and the coming of new life



HOW BUFFALO CELEBRATES MAY DAY

invites rejoicing and celebration. The freedom of spring contrasted with the shut-in life of winter brings a challenge from the fields and woods that no one can or should attempt to resist.

The May Day and Arbor Day celebrations for the children, the spring games and exhibitions of the schools, and the historical pageants for the whole community depicting the past and prophesying the future, offer a program of out-of-door play that has



THE PAGEANT OF CARE Con. WILLIAM CHASEY LANGDON, MASTER OF THE PAGEANT  
The finale: The generations of the cape singing "America"



*Photo by Underwood & Underwood*

THE PAGEANT OF DARIEN, CONNECTICUT. WILLIAM CHAUNCY LANGDON, MASTER OF THE PAGEANT  
The first settlers negotiating with the Indians for possession of the land

### THE SPRINGFIELD SURVEY

splendid possibilities. The parks afford the natural setting for these events. Springfield is well equipped in this respect. The play festival held by the Teachers' Training School last May is a good illustration of what might be done by numerous other agencies to enrich the play life of the city.

Springfield ought to begin plans soon for a pageant. It would be a logical subsequence of the survey. The modern pageant has been described by William Chauncy Langdon, one of the foremost pageant directors in America, as "a drama in which the place is the hero and the development of the community is the plot." Hundreds of people take part; in fact, that is one of its valuable features. When a boy or girl, man or woman, has impersonated for a season some character that has wielded an influence in the development and progress of his or her city, it is impossible to drift back again into the old attitude of irresponsible disinterestedness that is characteristic of so many citizens with respect to public affairs. The pageant presents, by means of dramatic episodes, the past, present, and prophetic future of the community, and aims to inspire and quicken public spirit for substantial forward movements.

### PUBLIC CELEBRATIONS

Public holidays are not generally made use of as they should be in America. The reforms that have come about in the celebration of Independence Day suggest what might be done with other holidays. These advances will not come of their own accord. Careful thought and diligent planning are essential. A number of cities have standing committees or commissions appointed by the municipal authorities who hold office throughout the year and are charged with the responsibility of seeing to it that the public holidays are appropriately observed. Boston has a city official known as the director of public celebrations, and budget provisions are regularly made for financing these occasions. A citizens' committee operates with him, and contributions are solicited to augment the funds for the various celebrations. Springfield might well consider some such plans.

## XII

### A RECREATION PROGRAM FOR THE FUTURE

"Work, play, love, and worship" are set down as the chief essentials in a human being's existence by Dr. Richard C. Cabot in his recent book, *What Men Live By*. That the country at large is awakening to a realization of this vital importance of play is evidenced by the fact that since 1907 the American cities that provide equipped and supervised play and recreation centers have increased from 40 to 342. Play leaders and supervisors employed in these cities total 6,318,—2,462 men and 3,856 women. Springfield is not in that list.

A city-wide recreation program ought to take into consideration:

1. Home recreation and its supplementary aids.
2. School playgrounds for recess, after school, and summer use.
3. Athletic fields for school children, both as part of the school yards and as separate grounds.
4. Playgrounds for small children located in sections that are from one-third to one-half mile distant from school playgrounds.
5. School buildings, field houses, and public halls that may be used as evening recreation and social centers.
6. Parks, with large informally developed areas, as well as spaces for golf, tennis, baseball, track and field athletics, children's play, bathing, wading, and skating.
7. Semi-public institutions, such as a Young Men's Christian Association, church houses, clubs, and so forth that may serve special groups, and on occasion be for public use.
8. Commercial amusements such as amusement parks, dance halls, skating rinks, bowling alleys, motion-picture shows and theaters, that may well serve some of the community's recreation needs if properly regulated and controlled.

#### THE SPRINGFIELD SURVEY

The preceding chapters of this report have discussed the recreation needs and opportunities of Springfield. With these local conditions in mind, the following plan of procedure is recommended:

I. School yards, some park spaces, and certain new sites should be developed and equipped for play.

(a) Every school yard can become a neighborhood play center if the detailed plans submitted with this report are followed.

(b) Many park spaces are now equipped as athletic fields or children's playgrounds. A golf course should be added and dressing rooms provided. These should not monopolize the parks, but may be so located as to leave large areas in their natural state or only informally developed for walking, driving, and the various forms of quiet, restful recreation.

(c) A centrally located athletic field for school children is needed, and playgrounds—other than school yards—for children should be secured in the vicinity of the following sections: (These might well be provided by the park board.)

Seventh Street and Lawrence Avenue.

Seventeenth and Cook Streets.

Fifteenth and Jefferson Streets.

Seventh and Mason Streets.

Second Street and North Grand Avenue.

Pasfield and Vine Streets.

II. In addition to the regular physical training instruction in the schools, the administration of the activities on all public playgrounds and athletic fields in the city should be in charge of the director of physical training and play. A joint committee, consisting of two representatives each from the school board and park board, should be appointed to deal with all matters pertaining to this work on park property; this to include the financing, which should be done jointly. (The special conditions existing in Springfield make this desirable. It might not be at all adaptable to some other city.)

(a) The teaching of games for playground and home yard use should be as definite a part of school instruction as music,

#### **RECREATION IN SPRINGFIELD**

drawing, and so forth. The director of physical training and play should supervise this work.

(b) The recess periods should be definitely organized and class teachers should be assigned to yard duty. Coaching classes for teachers should be conducted by the director of physical training and play.

(c) All school grounds should be open for play from the closing of school to 5.30 or 6 p. m. and on Saturdays, and teachers or others equipped for such work should be in charge. They must, of course, be compensated for this work.

(d) All playgrounds should be kept open and supervised during the summer; this to include playgrounds and athletic fields in the parks.

(e) Competent persons should be assigned to all athletic fields after school hours and on Saturdays, also at stated hours in summer. Much volunteer service will be possible in this connection by teachers and principals who accompany their boys to the various games.

**III. School buildings may well serve as centers of civic, social, and recreational activities, and should be so constructed, remodeled, and equipped as to serve this purpose.**

(a) Basement play rooms could be provided in all of the schools. These would serve in inclement weather, in the evening, especially during winter, and also during the excessive heat of midsummer.

(b) Movable furniture in certain of the class rooms would make them serviceable for social center use.

(c) An auditorium and a gymnasium, either combined or separate, would lend themselves to numerous civic, social, and recreational uses.

**IV. The organization and maintenance of social centers should be provided for through additions to the staff of the superintendent of schools, and appropriations should be made for needed equipment and supplies. The plan of administration should include coördinate work with the department of physical training and the co-operation of parent-teachers' associations in the support and direction of the school centers.**

#### THE SPRINGFIELD SURVEY

V. A public schools athletic league should be organized for the grammar schools with branches for both boys and girls. (Form of Constitution may be had by applying to organizations listed on page 105.)

- (a) Each branch should have its own governing board, made up of representatives of the schools, the park authorities, and the churches, together with other interested citizens.
- (b) The director of physical training and play might well be the executive secretary of each of these branches.
- (c) Emphasis should be placed on group competitions and athletic badge tests within each school, but inter-school tournaments and meets should also be arranged. (Details are suggested in the Appendix.)
- (d) The giving of trophies and medals should be avoided as much as possible. Public occasions at which recognition for marked achievement is given serve the purpose much better.

VI. A city committee on holiday celebrations should be appointed by the mayor to be responsible for organizing suitable exercises for the various public holidays; this committee to serve throughout the year. It should be a thoroughly representative committee, including in its membership the business interests of the city as well as schools, churches, clubs, and so forth.

VII. There should be a municipal athletic league for the young men of the city. This league would logically be governed by representatives of the various clubs and institutions that have to do with young men either as members or employes. (There are at least 28 such groups in the city that have athletic teams.) Such an organization could greatly extend and improve the athletic activities of the young men.

VIII. A Boy Scout Local Council is needed to carry forward this work which was started about two years ago but relapsed for lack of leadership. (Although scouting is not now being promoted at all in Springfield, "scout activities" stand well up in the list of recreations most pursued by Springfield boys.)

Boy Scouts and Camp Fire Girls should be organized ex-

#### **RECREATION IN SPRINGFIELD**

tensively in schools, churches, and other organizations working with the boys and girls. (The Young Women's Christian Association has made progress with the Camp Fire Girls. Instead of a local council, this organization has a chief guardian who looks after the local work and is responsible to national headquarters.)

**IX.** In order that systematic and steady progress may be made in developing the city's recreation as a whole, it is necessary that there should be a permanent city committee on recreation composed of the superintendent of schools, and one representative each of the principals, the school board, park board, Commercial Association, Women's Club, Municipal Athletic League, Public Schools Athletic League for Boys, Public Schools Athletic League for Girls, High School Athletic Association, Young Men's Christian Association, Young Women's Christian Association, Ministers' Association, Diocese of the Catholic Church, Jewish Synagogue, parent-teacher associations, and such other organizations, institutions, and groups as have to do with the youths of the city. Other interested citizens should be elected to membership.

(a) Sub-committees on different phases of the city's recreations should be appointed to keep in close touch with developments and report to the committee at regular intervals.

(b) The committee should keep the recreation interests of the city before the public, see that the right sort of administration prevails, and aid in securing the necessary funds.

**X.** The amusements of the city that are conducted for gain form a very real part of the local recreation resources. They should be used, not suppressed. This can be accomplished by proper inspection and control. (Model ordinances for this purpose are given in the Appendix, pp. 122 and 124.)

## THE SPRINGFIELD SURVEY

### SUMMARY OF RECOMMENDATIONS

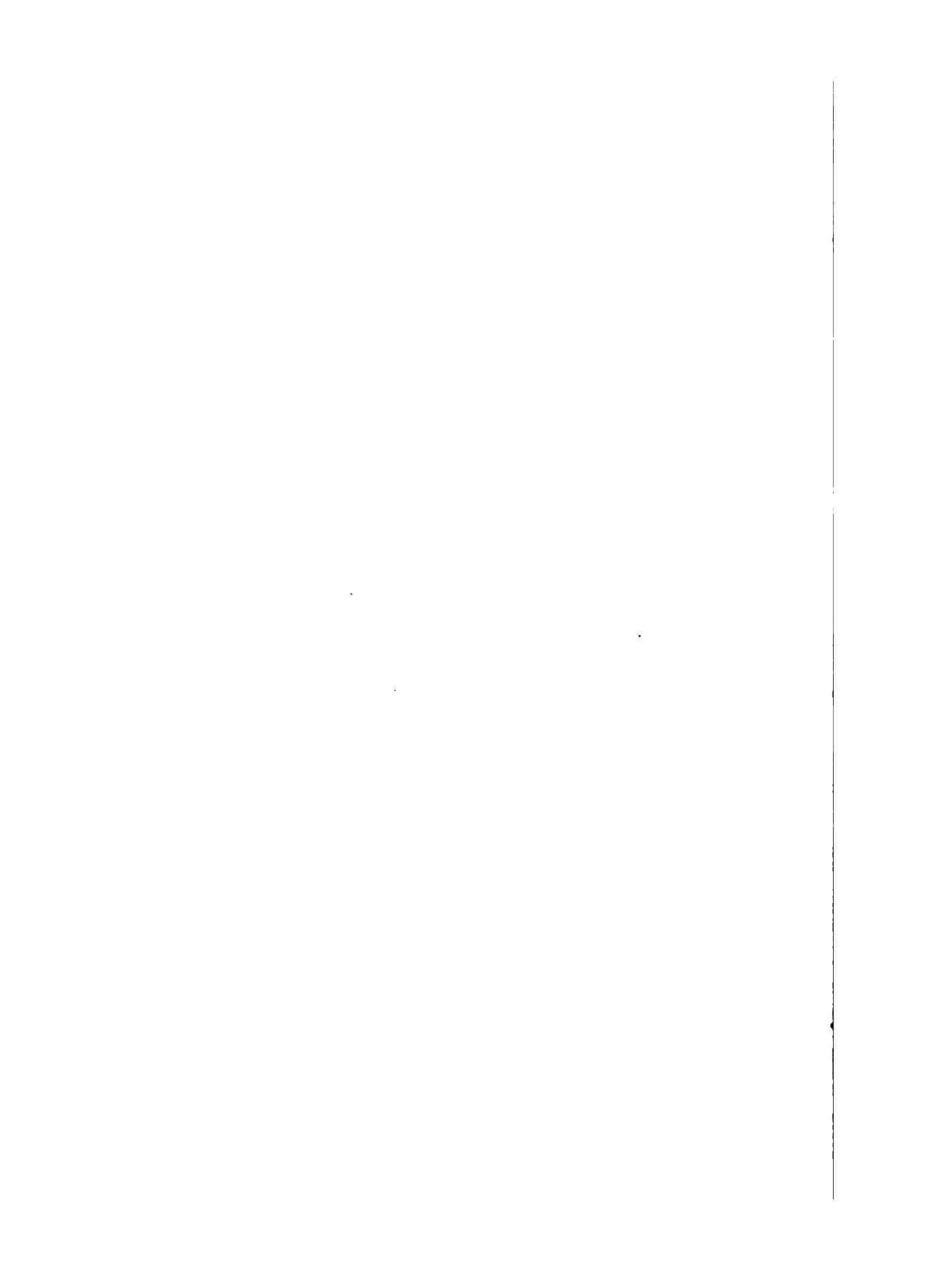
1. Equip and use school yards and some park spaces for play.
2. Provide for a centrally located athletic field for the schools.
3. Place the administration of all playground and school athletic activities in charge of the director of physical training and play.
4. Teach games for playground and home yard use at play periods on school yards and other public playgrounds.
5. Remodel and equip school buildings for social center uses.
6. Provide for administration of social centers through additions to the staff of the superintendent of schools.
7. Encourage the co-operation of neighborhood organizations in the direction and support of the school house centers.
8. Organize school athletic leagues for both boys and girls, thus insuring proper supervision of such activities and adaptation of exercises to the needs of the different age and sex groups.
9. Have a standing city committee on holiday celebrations.
10. Organize a municipal athletic league for the young men of the city.
11. Provide for the extension of Boy Scouts and Camp Fire Girls.
12. See that there is proper inspection and control of the commercial amusements of the city.
13. Have a representative city committee on recreation to be responsible for a progressive and balanced development of all parts of the city-wide recreation program.
14. Do not attempt to do it all the first year. Make a beginning and work steadily toward the ultimate plan.

The first and most important step toward carrying out the recommendations of this report has already been taken—the employment of a first-class director of physical training and play in the public schools. As the succeeding steps are considered, his extended experience in and study of recreation administration will be of great value to the school and park authorities and to the citizens' committees. He will be able to advise

#### **RECREATION IN SPRINGFIELD**

**about equipment and determine the expense involved. Suggestions on these points have, as far as is practicable, been given in this report. Further details must depend upon local developments.**

**It would, of course, be impracticable to attempt to put into effect at once all the recommendations here made. The thought is rather that the suggested recreation program be considered as an ideal toward which to work. Few cities have a better prospect of attaining such an ideal than has Springfield.**



## APPENDIX

### TOPIC A. SOCIAL CENTERS

Ideas for social center programs may be obtained from the printed reports published by various boards of education concerning the recreational and social activities in their schools. Sometimes these accounts are embodied in the annual school report and sometimes they are printed separately. In making application it is desirable to state the kind of information desired. Such reports are published by the boards of education of New York, Chicago, Boston, Milwaukee, Detroit, Los Angeles, and Louisville. Pamphlets containing suggestions for social center activities are also published from time to time by the Extension Division of the University of Wisconsin and by the Department of Recreation of the Russell Sage Foundation. Detailed descriptions of social and recreation centers are given in the book, *Wider Use of the School Plant*.\*

### TOPIC B. PUBLIC SCHOOLS ATHLETIC LEAGUE FOR BOYS

Forms of organization and activities may be had from the printed reports issued by the following cities:

Baltimore, Md.	San Diego, Cal.
Public Athletic League, Social Service Corporation.	Elementary Schools Athletic League, Board of Education.
Buffalo, N. Y.	San Francisco, Cal.
Public School Athletic League, Board of Education.	Public Schools Athletic League, Board of Education.
Jersey City, N. J.	Seattle, Wash.
Public Schools Athletic Assn., Board of Education.	Grammar School Athletic League, Board of Education.
Newark, N. J.	Springfield, Mass.
Public School Athletic Assn., Board of Education.	Public School Athletic Assn., Board of Education.
New Orleans, La.	Tacoma, Wash.
Public Schools Athletic League, Board of Education.	Public Schools Athletic League, Board of Education.
New York, N. Y.	Troy, N. Y.
Public Schools Athletic League, Board of Education.	Public Schools Athletic League, Board of Education.
Salem, Mass.	Washington, D. C.
Elementary Schools Athletic Assn., Board of Education.	Public Schools Athletic League, Director of Playgrounds.

\* Perry, Clarence A.: *Wider Use of the School Plant*. New York, Survey Associates, Inc., 1910.

### THE SPRINGFIELD SURVEY

To aid in fostering clean sport the following rules of conduct have been quite generally adopted under the name of "athletic courtesy."

1. The rules of games are to be regarded as mutual agreements, the spirit or letter of which no gentleman would break. The stealing of advantage in sport is theft.
2. Visiting teams are to be honored guests of the home team, and should be treated as such.
3. No action is to be taken nor course of conduct pursued which would seem ungentlemanly or dishonorable if known to one's opponent or the public.
4. No advantages are to be sought over others except those in which the game is understood to show superiority.
5. Officers and opponents are to be regarded and treated as honest in intention. When opponents are evidently not gentlemen, and officers manifestly dishonest or incompetent, future relationships with them may be avoided.
6. Decisions of officials are to be abided by, even when they seem unfair.
7. Ungentlemanly or unfair means are not to be used even when they are used by opponents.
8. Good points in others should be appreciated and suitable recognition given.

The events that have been demonstrated to be most suitable for grammar school boys are:

85-pound Class	115-pound Class
50 Yards Dash	70 Yards Dash
Running High Jump	8-pound Shot Put
Running Broad Jump	Running Broad Jump
360 Yards Relay Race	440 Yards Relay Race
100-pound Class	Unlimited Weight Class
60 Yards Dash	100 Yards Dash
Running High Jump	12-pound Shot Put
Running Broad Jump	Running High Jump
440 Yards Relay Race	880 Yards Relay Race

(To guard against overstrain and to make it possible for a greater number to participate boys may enter one event only.)

The Athletic Badge Test, details of which are given below, has been adopted by the Playground and Recreation Association

## RECREATION IN SPRINGFIELD

of America,\* 1 Madison Avenue, New York City, as furnishing standards to which every boy ought to attain. The national badges, in bronze, for these standards are furnished by the association at 15 cents each.

First Test	
Pull Up (Chinning) . . . . .	4 times
Standing Broad Jump . . . . .	5 ft. 9 in.
60 Yards Dash . . . . .	8½ seconds
Second Test	
Pull Up (Chinning) . . . . .	6 times
Standing Broad Jump . . . . .	6 ft. 6 in.
60 Yards Dash . . . . .	8 seconds
(or) 100 Yards Dash . . . . .	14 seconds
Third Test	
Pull Up (Chinning) . . . . .	9 times
Running High Jump . . . . .	4 ft. 4 in.
220 Yards Run . . . . .	28 seconds

The following general rules shall govern the final competition:

No boy is permitted to receive more than one badge for any grade in any one year.

It is necessary to qualify in all three events in any one class in order to win a badge.

There shall be but one trial in chinning, one in the dashes, and three in the jumps.

### 1. Pull Up (Chinning)

A portable chinning bar in a doorway, a horizontal bar in the gymnasium, or the rungs of a ladder set at an angle against a building may serve the purpose.

Each contestant begins with his hands on the bar. Then with his arms straightened at full length he pulls himself up without a kick, snap, jerk, or swing, until his chin is above the bar. Lowering himself again until his arms are straight, he repeats the "Pull Up."

### 2. Standing Broad Jump

Whenever possible it is best to prepare a jumping pit by digging up a piece of ground about 4 feet by 25 feet and have a wooden strip 2 inches by 4 inches embedded in the ground at one end of the pit, flush with the surface, to serve as a "take off." It is also well to mark off 5 feet 9 inches and 6 feet 6 inches from the "take off." Each competitor is allowed three jumps, his best jump being taken as his record.

\* Publishers of *The Playground*, a recreation magazine.

## THE SPRINGFIELD SURVEY

### 3. 60 Yards Dash, 100 Yards Dash and 220 Yards Run

A stop-watch is necessary for timing the boys in this event. Under the direction of a starter each individual competitor takes his position on the starting mark. The starter gives the signal by saying: "On the mark," "Get set," "Go." At the word "Go" the timekeeper starts his watch. As the runner crosses the finish line (60 yards, 100 yards, or 220 yards from the starting line), the timekeeper stops his watch. The time indicated on the stop-watch is the runner's time.

### 4. Running High Jump

The bar shall be a thin stick and shall rest on pins which shall project not more than three inches from the uprights. When this bar is removed, it shall constitute a trial jump without result.

The height shall be measured from the middle of the bar to the ground on a direct line.

Each boy shall be allowed three trial jumps at each height.

Running under the bar in making an attempt to jump shall be counted as a balk and three successive balks shall constitute a trial jump.

A plan to avoid specialization and selection, and to secure the participation of *all* boys in athletic activity, is known as "Group Athletics." It is described below.

The entire membership of the group should be required to take part, physical incapacitation being the only valid excuse for non-participation. No record should be allowed for less than 80 per cent of the group membership. The full benefits of group athletics come, not alone from the final competition, but also from the great amount of preliminary practice within the group. In this way the physical fitness of the individual is developed and the spirit of team work and social responsibility is fostered. It should be arranged that the competition be between groups of about the same physical ability. It should also be remembered that the number of boys in the group makes no difference as

$$\frac{\text{The sum of individual records}}{\text{The number of competitors}} = \text{The group record.}$$

A trophy in the form of a pennant, plaque, or cup awarded to the winning group adds interest to this form of athletics and stimulates group spirit. This trophy should be held only until the next competition.

The competition may be in one or more events. An all-around test should be the aim. Almost all forms of track and field athletics lend them-

## RECREATION IN SPRINGFIELD

selves easily to this plan. The following events have been quite generally used:

- I. Jumping (Standing or running, broad or high)
- II. Chinning (Pull up on horizontal bar)
- III. Running (Short dashes, 40 to 100 yards)

I. Jumping. It is best to prepare a jumping pit by digging up a piece of ground about 4 feet x 25 feet having a wooden strip about 2 inches x 4 inches x 3 feet embedded in the ground at one end of the pit flush with the surface to serve as a take-off. Where this is impossible use a mat and jump from a line.

The group is lined up behind the take-off and each boy in turn takes his



GROUP JUMPING

jump. The distance from the edge of the take-off to the first mark made in the dirt by any part of the body is measured as the boy's jump.

Each boy has three jumps, his best jump being taken as his record. After each boy has had three jumps, the sum of all the records is divided by the number of competitors. The quotient obtained is the group record.

II. Chinning. A portable chinning bar may be placed in the doorway, as shown on next page, a horizontal bar in the gymnasium, or the rungs of a ladder set at an angle against a wall may be used for this purpose. The inclined ladder is advantageous in accommodating boys of different heights.

The boys are lined up and take their turn at chinning the same as in jumping except that only one trial is given each boy. Beginning with the arms straightened at full length the boy pulls himself up until his chin is above the level of the bar. Then lowering himself again until his arms are

#### THE SPRINGFIELD SURVEY

straight he repeats the pull-up. The number of times he is able to bring his chin above the level of the bar is his record. The total of the individual records divided by the number in the group gives the group record.



GROUP CHINNING



GROUP RUNNING

III. Running. It is not always possible to have a stop-watch for timing the boys in the group running. A plan has therefore been devised whereby the timing may be done with an ordinary watch. The boys are lined up back of the starting mark and the timer takes his position at the finish line. This finish line should be a mark on the ground. The first boy to run takes his place on the starting mark, the timer waits until the second hand of his watch points to sixty, then instantly by a quick down-

## RECREATION IN SPRINGFIELD

ward motion of the hand, signals the boy to start. As the runner nears the finish line the timer again raises his hand, and at the instant the runner crosses the finish mark he gives the signal for the next boy to start. This is repeated until the whole group has run. The time elapsed during the running of the entire group is divided by the number of boys taking part, thus giving the group record.

Other events that have been used successfully are:

A. The football kick. Either the round soccer or the oval football may be used. Care should be taken, however, to see that all competing groups use the same kind of ball. The ball may be punted or kicked from place. The distance from where the ball was kicked to the point where it first touched the ground is the boy's record. The group record is determined as indicated in the events described above.

B. The baseball throw. This event is similar to the above except that a baseball is thrown.

C. The shot-put. The same rules govern this event as in the ordinary field event. Too heavy shots should be avoided. The eight-pound shot for grammar school boys and the twelve-pound shot for high school boys are recommended.

D. The relay potato race. On a line at right angles to the starting line draw four circles each 12 inches in diameter, the first with its center five yards from the start and the others at five-yard intervals beyond, the fourth being at 20 yards.

A box, can, or basket with not over 144 square inches bottom area is set on the five-yard circle. Three potatoes, blocks, or erasers are placed in this receptacle.

The first runner, starting from the line, takes a potato from the box and places it in the nearest, or 10-yard circle, returns to the box, passing between it and the starting line, places a second potato on the 15-yard circle and in the same manner places the third on the 20-yard circle. He then runs back to the starting line, so that one foot passes or touches the line, runs to the nearest potato and replaces it in the box, and so for the second and third potatoes, each time passing between the basket and starting line after replacing a potato except that after the third he runs back to the start and touches off the next member of the group, who must stand with both feet back of the line until touched.

Each successive runner places and replaces the potatoes and touches off his successor as indicated. The total time elapsing from the "Go" until the last runner finishes, divided by the number of runners, gives the group

#### THE SPRINGFIELD SURVEY

record. If a potato is dropped anywhere but in the basket or circles where it is due, it must be picked up and properly placed before another potato is touched. Leaders should use a whistle to call the attention of a runner to any such error made. If a runner starts before the "Go," or before he is properly touched off by his predecessor, the timer will add one second or more, at his discretion, to the total group time for every such false start.

If for any reason it is found that 140 yards is too great a distance to be run at one time, the first boy, after placing out the potatoes as provided above, shall run back to the starting line and touch off the second runner who shall collect the potatoes as previously described and touch off the third runner who repeats the part of the first runner. In the meantime the first runner takes his place at the end of the line of boys and when his turn comes again, runs the second time. In this way each boy runs two laps of 70 yards each with a short rest between.

Any other athletic activity that is adaptable to the plan outlined above may be used.

#### TOPIC C. PUBLIC SCHOOLS ATHLETIC LEAGUE FOR GIRLS

The Girls' Branch of the Public Schools Athletic League of New York City issues a handbook of its work in which the plan of organization and procedure is described. The following quotations indicate the careful manner in which the matter is handled and the progress that is being made in solving the problem of suitable athletic activities for girls.

The problems involved in girls' athletics were much more difficult than those in boys' athletics, the athletics of boys and men being established through a long history of evolution, while girls' athletics was a new subject, which if necessary had to be largely experimental.

The fundamental policies adopted by the Girls' Branch were and are:

Athletics for all the girls.

Athletics within the school and no inter-school competition.

Athletic events in which teams (not individual girls) compete.

Athletics chosen and practiced with regard to their suitability for girls and not merely an imitation of boys' athletics.

The Girls' Branch of the Public Schools Athletic League encourages after-school athletics for girls by:

1. Offering pins and trophies for certain events.
2. Conducting free instruction classes in those events for grade teachers who volunteer their services for the after-school athletics.

## RECREATION IN SPRINGFIELD

3. Assisting to organize athletic clubs.
4. Supplying instructors, coaches and assistants where the board of education is unable to do so.
5. Trying to secure enlarged facilities for outdoor exercise for girls.

The Girls' Branch is doing everything in its power to further the use of folk dancing as a form of play for the benefit and pleasure of the children themselves, and is opposed to its use for exhibition purposes. The park fetes are arranged as great play days, with the children in great numbers from many schools, dotted in groups over the great meadows of 15 acres or more, which are roped off and kept clear for the children only. In this way the individual children are lost to view in the great throng, and the exhibition element is eliminated, while at the same time the sight of acres of happy girls, all dancing at the same time, is a more stirring and beautiful one than can be easily described.

If we are ever to really have athletics for girls generally we must settle at least the following points:

1. What exercises are likely to be injurious internally to matured girls?
2. What exercises are mechanically suited to the build of the average girl?
3. What are suited to her muscular strength and endurance?
4. What will contribute to her health and vitality and help to fit her for a normal woman's life?
5. What form of physical activity comes nearest to containing for her the primitive appeal that athletics in the accepted sense hold for boys?

Wide inquiry among those who have had extensive experience with physical training for girls shows that athletic activities for girls fall into the following groups:

For mature girls	For immature girls
1. Condemned Broad jump High jump (in competition) Pole vaulting	1. Condemned Pole vaulting Running more than 100 yards Weight throwing
2. Doubtful High jump Running more than 100 yards (in competition) Weight throwing	2. Doubtful Basketball Field hockey
3. Safe Archery Ball throwing Basketball (women's rules) Climbing	3. Safe Archery Ball throwing Broad and high jump (not in competition) Climbing

### THE SPRINGFIELD SURVEY

<b>For mature girls</b>	<b>For immature girls</b>
<b>3. Safe—(Continued)</b>	<b>3. Safe—(Continued)</b>
Coasting	Dancing
Dancing	Horseback riding (cross saddle)
Field hockey	Low hurdles
Golf	Paddling
Horseback riding (cross and side saddle)	Rowing
Indoor baseball	Running (not in intense competition)
Low hurdles (not in competition)	Skating
Paddling	Swimming
Rowing	Tennis
Running (not in competition)	Walking
Skating	
Skiing	
Snow-shoeing	
Swimming	
Tennis	
Walking	
<b>4. Especially beneficial and suitable</b>	<b>4. Especially beneficial and suitable</b>
Dancing	Climbing
Paddling	Dancing
Rowing	Jumping (in moderation)
Running	Running (in moderation)
Swimming	Skating
Walking	Swimming
	Walking
	<b>5. Best loved, most commonly practiced and with greatest primitive appeal</b>
	Dancing (greatest unanimity of opinion in this answer)

The Athletic Badge Test for girls has also been worked out and, after successful experiment, has been adopted by the Playground and Recreation Association of America. Badges, in the form of brooches, have been prepared.

**First Test**

All-up Indian [Club Race . . . . .	30 seconds
Basketball Throwing . . . . .	2 goals, 6 trials
Balancing . . . . .	24 feet, 2 trials

**Second Test**

All-up Indian [Club Race . . . . .	28 seconds
Basketball Throwing . . . . .	3 goals, 6 trials
Balancing (bean-bag on head) . . . . .	24 feet, 2 trials

When Indian clubs are not available, the potato race may be substituted:

For first test, 140 yards, 42 seconds.

For second test, 140 yards, 39 seconds.

The following general rules shall govern the final tests:

There shall be but one trial in each event except the balancing, in which two trials are allowed.

## RECREATION IN SPRINGFIELD

It is necessary to qualify in all three events in either class in order to win a badge.

No girl is permitted to receive more than one badge in any one year.

### *Directions for Events*

#### **1. All-up Indian Club Race**

Draw two tangent circles, each 3 feet in diameter. In one of the circles place three one-pound Model BS Indian clubs. At a point 30 feet distant from a line passed through the center of the circles, and parallel to it, draw a line to be used as a starting line.

On the signal the girl runs from the starting line, transfers the three clubs, one after the other, to the vacant circle, and runs back to the starting line. Three such trips are made, finishing at the starting point. The girl is permitted to use but one hand in transferring the clubs.

To win a Class "A" badge a girl must make the three trips to the circles in 30 seconds.

To win a Class "B" badge a girl must make the three trips to the circles in 28 seconds.

#### **2. Basketball Throwing**

The regular basketball goal may be used. It should be placed 10 feet above the ground and extend 6 inches from the surface to which it is attached.

From a point directly under the center of the goal draw a semi-circle with a radius of 15 feet, for a throwing line.

The girl may stand at any point outside of but touching the throwing line.

To win a Class "A" badge a girl must make two goals in six trials.

To win a Class "B" badge a girl must make three goals in six trials.

#### **3. Balancing**

Any standard balance beam may be used, or a 2 x 4 inch plank, set on two-inch side, but the length should be 12 feet.

There is no time limit in this event but there should be an endeavor to meet the requirements promptly, without haste, and with perfect poise.

For Class "A": The girl starts from the center of the beam, walks forward to the end, without turning, walks backward to center; turns and walks forward to other end, turns and walks forward to starting point.

For Class "B": With a bean bag balanced on her head, the girl starts from center of beam and walks forward to end; turns and walks forward the entire length of the balance beam; without turning, walks backward to starting point.

## THE SPRINGFIELD SURVEY

### 4. Potato Race

On a direct line draw four circles, each 12 inches in diameter and 5 yards apart from center to center. Five yards back of the center of the first circle and at right angles to the direct line, draw a line to be used as a starting line. This is also the finish line.

On the first circle place a basket or other receptacle not over 2 feet in height and with an opening not exceeding 3 feet in circumference.

On the signal the girl runs from the starting line, takes one potato from the basket and places it in the first vacant circle (the one nearest the basket); runs back to the basket, passes between it and the starting line, takes the second potato from the basket and places it in the second circle; returns to the basket, passes between it and the starting line, takes the third potato from the basket, places it in the third circle and runs back to the starting line. From the starting point she runs to the first circle, picks up the potato and replaces it in the basket, passes between the basket and the starting line, runs to the second circle, picks up the potato, replaces it in the basket, runs to the third circle, picks up the potato, replaces it in the basket, and runs across the finish line.

If a potato is dropped anywhere but in the circle where it should be placed or in the basket, it must be picked up and properly placed before another is touched.

To win a Class "A" badge a girl must cross the finish line within 42 seconds from the time the signal to start is given.

To win a Class "B" badge a girl must cross the finish line within 39 seconds from the time the signal to start is given.

"Group Athletics" for girls have been developed on the following plan:

Competition may be between classes, clubs, or any other convenient groups. Care should be taken that the groups are of about the same physical ability. It is important that *all* members of the group actually take part in the games. No record should be allowed for less than 80 per cent of the group membership. Physical disability should be the only valid excuse for non-participation.

The record or score is always a group record, and in competition the winners are determined by comparing the final group records and not the individual performances.

The sum of the individual records  
The number of competitors = The group record.

The size of the group therefore makes no difference because the record is

## RECREATION IN SPRINGFIELD

always an average. In events where the individual records are easily determined the group record can readily be found by the above formula. But in running games it is difficult to find the individual records without the use of a stop-watch. A plan has therefore been devised whereby the timing may be done with an ordinary watch. The girls are lined up back of the starting line. The timer takes her position near the finish line which should be a mark on the ground. The signal "go" is given by the timer when the second hand of her watch is on sixty. As the runner crosses the finish line, the starter, by a quick downward motion of the hand, signals the succeeding runner to start. (In the Shuttle Relay each succeeding member of the group is touched off by the preceding runner.) When the last girl has crossed the finish line the time elapsed is noted. The timer needs



BASKETBALL THROW

to keep only the time required by the entire group to finish the event. This is divided by the number participating to give the group record.

Any game or athletic event adaptable to this plan as outlined above may be used. The following are suggested as typical but they in no way limit the possibilities of group athletics.

I. Basketball Throw. An ordinary basket ball is used in this event. The girls shall throw in rapid succession, each girl having three trials, and her best throw is taken as her record. If the ball strikes some obstacle before touching the ground, another trial shall be allowed. A six-foot circle, with a heavy line across its center, shall be drawn at one end of the throwing space. The thrower toes this line and in completing her throw shall not fall or step forward out of the circle: if she does, her throw shall not count except that it shall be considered as one of the three trials allowed. The

#### THE SPRINGFIELD SURVEY

throw shall be measured from the first point where the ball touched the ground to the nearest point of the circle. The group record is found by dividing the total of the individual records by the number participating.

II. All-Up Relay. The group shall line up in single file back of the starting line. At a distance of 20 yards from the starting line there shall be two circles, 3 feet in diameter, side by side, and tangent to each other. In one of these shall stand three Indian clubs. (Bottles of the right shape or light weight bowling pins may also be used.) The start shall be made by one of the group, who shall run forward and using one hand only shall transfer the clubs one at a time to the other circle. When this is done she shall call "All-Up" and running back touch off the girl standing first in the line.



ALL-UP RELAY

Should a club fall after a player has transferred it, she shall return and set it up again before touching off the next runner. The player who has just run, having completed her part of the race, shall leave the running space and not line up again with the runners. This play shall be repeated by each girl in the group until all have run. The last girl shall finish in a dash over the line. The time elapsed divided by the number taking part is the group record.

III. Shuttle Relay. In the Shuttle Relay the group shall be divided as nearly as possible into two equal sections. Each section shall line up back of the starting lines which shall be at opposite ends of the running space. The running space should be 40 yards. At the signal "go" the girl standing at the head of one line shall run forward and touch off the girl at the head of the opposite line, who shall run forward to the first line and touch

#### RECREATION IN SPRINGFIELD

off the next runner, the game proceeding in this manner until all the girls have run. The last runner shall dash forward over the finish line. Each girl after touching off the next one shall have finished her part of the race, and shall quickly leave the running space and stay out of the way of the remaining runners. She shall not line up again with the runners. The time elapsed divided by the total number in the group is the record.



SHUTTLE RELAY



FOLK DANCING

IV. Folk Dancing. Although folk dancing is unlike the games mentioned above it is such good exercise and such a pleasant recreation that it is used in group competition. Any teacher or group leader can, with care and

### THE SPRINGFIELD SURVEY

patience, teach the simpler folk dances to the girls by the use of a good folk dance book in which the steps are described. Music can be furnished by a victrola or phonograph. Special records have been made of the folk dance music. A board of judges decides the winners. The dancing is judged, for the group as a unit, on the following basis:

Memory . . . . .	25 points
Grace . . . . .	25 points
Spirit . . . . .	25 points
General effect . . . . .	25 points
 Total . . . . .	100 points

The play element in folk dancing should be emphasized as much as possible.

V. Hoop Race. The group is lined up 5 yards back of the starting line. At a distance of 20 yards from the starting line an Indian club shall be placed. At the signal "go" the first girl shall start rolling the hoop toward the Indian club. She must roll the hoop around the Indian club and back to the starting line which thus becomes also the finishing line. If the runner knocks over the Indian club, she must replace it before proceeding further. Upon crossing the finish line she shall pass the hoop to the next girl, who repeats the process. The succeeding runner shall not start until the preceding runner has crossed the line. The hoop must at all times be rolled, not carried in the hand. The last runner completes the race when she has crossed the finish line with the hoop. The time elapsed from the signal "go" until the last girl crosses the finish line, divided by the number of participants, gives the group record.

### TOPIC D. MUNICIPAL ATHLETIC LEAGUE

Boston has a Municipal Athletic Association. An organization similar in its purpose is the Public Athletic League of Baltimore. The secretaries of these organizations will send, on request, information about the plan and scope of the organizations. The activities of the Boston association are stated as follows:

- Baseball league
- City athletic meets
- Park walks
- Cross-country hikes
- All-round efficiency tests
- Summer games
- Swimming
- Tennis
- Hand ball
- Gymnastic demonstrations
- Winter games
- Skating and ice sports

## **RECREATION IN SPRINGFIELD**

### **TOPIC E. BOY SCOUTS AND CAMP FIRE GIRLS**

The national headquarters of each of these organizations will furnish, on request, the necessary information on organization and administration. Address Boy Scouts of America, 200 Fifth Avenue, New York City; Camp Fire Girls, 461 Fourth Avenue, New York City.

### **TOPIC F. CITY COMMITTEE ON RECREATION**

San Francisco has a recreation league that is of the general type suggested for Springfield. The following, quoted from its annual report for 1913, describes briefly the plan and purpose of the league:

Composed of over seventy-five commercial, civic and philanthropic men and women's organizations, the Recreation League has represented the public conscience in all constructive matters of recreation and play. It has been instrumental in starting many movements for bettering the civic and social conditions in the community. It has multiplied recreational opportunities for young and old in all parts of the city.

Eight hours a day for wholesome recreation is now to be a slogan as loudly voiced by the whole people as was the cry for the eight-hour working day.

The League is ready and eager to do all it can to help the people toward healthy sport and clean diversion during their leisure hours. The League charges the city, state and nation to awaken to the realization that, to eliminate evils in the body social and politic, the government must direct, control and offer constructive recreation for all the people's leisure time.

We promote

1. Social centers—the wider use of the school plant.
2. Parks, many of them, and where they are most needed.
3. Playgrounds, well equipped and sufficient.
4. Well-ordered and safe dance halls.
5. Mass athletics for all the boys and girls.
6. Artistic recreation places.
7. Popular-priced concerts for all the people.
8. Municipal bathing beaches.
9. Summer camps for working boys.
10. Athletics for young men.

THE SPRINGFIELD SURVEY

TOPIC G. MODEL ORDINANCES

*Dance Halls*

SECTION 1. The term "public dance" or "public ball," as used in this ordinance, shall be taken to mean any dance or ball to which admission can be had by payment of a fee or by the purchase, possession or presentation of a ticket or token or in which a charge is made for caring for clothing or other property or any other dance to which the public generally may gain admission with or without the payment of a fee. The term "public dance hall" as used herein shall be taken to mean any room, place or space in which a public dance or public ball shall be held, or hall or academy in which classes in dancing are held and instructions in dancing are given for hire.

SECTION 2. It shall be unlawful on and after \_\_\_\_\_ to hold any public dance or public ball or to hold classes in dancing or to give instruction in dancing for hire in any hall or academy within the limits of the city of \_\_\_\_\_ until the dance hall in which the same may be held shall first have been duly licensed for such purpose. The license shall be issued by the clerk of the city council and the fee therefor shall be paid at the time of the issuing of the license and shall be graded as follows:

If the dance hall has a floor space not exceeding 2,500 square feet, the annual license fee shall be fifteen dollars.

If the dance hall has a floor space exceeding 2,500 square feet, but not exceeding 5,000 square feet, the annual license fee shall be twenty-five dollars.

If the dance hall has a floor space exceeding 5,000 square feet, but not exceeding 6,500 square feet, the annual license fee shall be thirty dollars.

If the dance hall has a space exceeding 6,500 square feet, the annual license fee shall be fifty dollars.

In computing floor space only that part of the floor actually used for dancing shall be considered. Each license granted hereunder shall expire on \_\_\_\_\_ of each year. All moneys received by way of license fees shall be paid into the general fund of the city and every dance hall shall post its license in a conspicuous place within the hall where the dance is held.

SECTION 3. No license for public dance hall shall be issued until it shall be found that such hall complies with and conforms to all ordinances, health and fire regulations of the city, that it is properly ventilated and supplied with sufficient toilet conveniences and is a safe and proper place for the purpose for which it is to be used.

SECTION 4. The license of any public dance hall may be forfeited or revoked by the mayor for disorderly or immoral conduct on the premises, or for the violation of any of the rules, regulations, ordinances and laws govern-

## RECREATION IN SPRINGFIELD

ing or applying to public dance halls or public dances. If at any time the license of a public dance hall shall be forfeited or revoked at least six (6) months shall elapse before another license or permit shall be given for dancing on the same premises.

SECTION 5. It shall be unlawful for any person, persons, society, club or corporation to hold a public dance or public ball within the limits of the city of \_\_\_\_\_ without having first obtained a permit therefor from the mayor.

SECTION 6. All public dance halls shall be kept at all times in a clean, healthful and sanitary condition, and all stairways and other passages and all rooms connected with a dance hall shall be kept open and well lighted. The chief of police, a captain, a lieutenant, a sergeant of police, a patrolman or inspector of dance halls, shall have the power, and it shall be their duty to cause the place, hall or room where any dance or ball is held or given to be vacated whenever any provision of any ordinance with regard to public dances and public balls is being violated, or whenever any indecent act shall be committed, or when any disorder of a gross, violent or vulgar character shall take place therein.

SECTION 7. All public dances shall be discontinued and all public dance halls shall be closed on or before the hour of 12:30 o'clock a. m., provided, however, that upon the application of a bona fide and responsible organization or society and upon an investigation by the dance hall inspector the mayor may grant such organization or society a permit to continue a dance until 2 o'clock a. m., no ticket shall be sold or accepted for admission after the hour of 12 o'clock midnight.

SECTION 8. It shall be unlawful after 9 o'clock p. m., to permit any person to attend or take part in any public dances who has not reached the age of eighteen (18) years, unless such person be in company with a parent or natural guardian. It shall be unlawful for any person to represent himself or herself to have reached the age of eighteen (18) years in order to obtain admission to a public dance hall or to be permitted to remain therein when such person in fact is under eighteen (18) years of age, and it shall also be unlawful for any person to represent himself or herself to be a parent or natural guardian of any person in order that such person may obtain admission to a public dance hall or shall be permitted to remain therein when the party making representation is not in fact either a parent or natural guardian of the other person.

SECTION 9. The mayor shall appoint an inspector of dance halls, whose duty it shall be to examine all applications for dance hall licenses, and who shall investigate each application to determine whether or not the dance hall sought to be licensed complies with the regulations, ordinances and

#### THE SPRINGFIELD SURVEY

laws applicable thereto, and in making of such investigation shall, when desired, have the assistance of the building inspector, the board of health and the chief of the fire department. Such inspector shall furnish to the clerk of the city council in writing the information derived from such investigation, accompanied by a recommendation as to whether a license should be granted or refused. Such inspector shall be permitted to have access to all public dance halls at all times. He shall investigate complaints and shall inspect at intervals the dance halls within the city and shall report all violations in writing. No license shall be renewed except after reinspection of the premises as provided herein.

SECTION 10. Any person, persons, society, club or corporation who shall violate the provisions of this ordinance or of any ordinance with reference to public dances or public balls shall, upon conviction thereof, be fined not less than twenty-five dollars (\$25.00), and the cost of prosecution, and not more than fifty dollars (\$50.00), and the cost of prosecution for each and every offense, and on default of payment thereof such person shall be imprisoned for a period not exceeding thirty (30) days.

SECTION 11. The person, persons, society, club or corporation desiring a permit to hold a public dance or a public ball shall use the following form of application, a copy of which shall be secured from the mayor:

....., ..... 19.....

The Mayor  
Sir: The undersigned, on behalf of ..... hereby makes application for a permit to give a public dance at No. .... Street, on ..... 19..... It is hereby expressly agreed that said dance shall be conducted in strict order with the provisions of law regulating public dances and public balls, and the undersigned agrees that the permit is given and accepted subject to the provisions of this application, and that he shall be held responsible for any violation of any provision of law or ordinance regulating such public dance. The owner or lessee of the premises in which such dance is to be held is ..... address No. .... Street (Avenue). Name ..... Occupation ..... Address .....

SECTION 12. The provisions of this ordinance shall in no way interfere with private parties given at homes of people or with dances given by societies or corporations where the attendance is restricted to the members of the society, club or corporation.

#### *Motion-Picture Theaters*

SECTION 1. A motion picture shall be deemed a display of a series of pictures so arranged as to depict characters or objects in motion.

SECTION 2. A motion-picture theater shall be deemed any public hall,

## RECREATION IN SPRINGFIELD

room, or open space in the city of \_\_\_\_\_, in which pictures are exhibited and to which an admission fee is charged.

**SECTION 3.** No vaudeville or theatrical exhibition shall be allowed in conjunction, or on the same program, with a motion-picture performance.

**SECTION 4.** A license for a motion-picture theater may be granted by the \_\_\_\_\_ \* on payment of a license fee of \_\_\_\_\_ provided that the applicant has complied with Sections 5 and 6 of this act. If in the judgment of the licensing authority, any of the provisions of this act are violated, or pictures are shown that are an offense against morality, decency, or the public welfare, the license may be revoked.

**SECTION 5.** A motion-picture theater license may be granted only after the proper authorities have inspected the proposed theater and reported that it meets all the requirements of Section 6.

**SECTION 6.** Motion-picture theaters shall fulfill the following requirements:

a. The apparatus for projecting motion pictures shall be enclosed in a booth or enclosure so constructed as to be fireproof.

b. The aisles, exits, seating, and construction of the building shall conform with the fire and building regulations of the city of \_\_\_\_\_.

c. Every portion of a motion-picture theater shall be so lighted by electric light during all exhibitions and until the entire audience has left the premises that a person with normal eyesight should be able to read the Snellen standard test type 40 at a distance of 20 feet, and type 30 at a distance of 10 feet; normal eyesight meaning the ability to read type 20 at a distance of 20 feet in daylight. Cards showing types 20, 30, and 40 shall be displayed on the side walls together with a copy of this paragraph.

d. Special segregated seats shall be provided for and used by all unaccompanied children in attendance under sixteen years of age.

e. The minimum floor area of motion-picture theaters, exclusive of aisles and passageways, shall be  $4\frac{1}{3}$  square feet per person, and a minimum of 80 cubic feet of air space per person shall be provided. During the performance at least 500 cubic feet of fresh air per person per hour shall be supplied.

f. The temperature at the breathing line of the audience shall not exceed 70 degrees Fahrenheit nor be less than 62 degrees F., except when the outside temperature is sufficiently high not to require the heating of the air supply.

\* Either the Mayor or the Bureau of Licenses.

#### THE SPRINGFIELD SURVEY

SECTION 7. The licensing authority shall appoint such inspectors as are necessary to carry out the provisions of this act. Such inspectors shall also examine the character of the exhibitions and report any offense against morality, decency, or the public welfare contained in said exhibitions.

SECTION 8. This ordinance shall not apply to motion-picture exhibitions with or without charge for admission, conducted under the direct management of educational or religious institutions, or to those given or held not more than once a week in private residences or bona fide social, scientific, political or athletic clubs. Before motion pictures shall be exhibited in any of the places above mentioned, there shall be obtained from the \_\_\_\_\_ a permit for such exhibition. Before granting such permit the \_\_\_\_\_ shall cause to be inspected the premises where such proposed exhibition will be held, and shall grant the permit if in its judgment the safety of the public be properly guarded, and provided that for an audience of more than 75 people all chairs or seats shall be securely fastened to the floor or fastened together in rows.

SECTION 9. The \_\_\_\_\_ shall appoint a citizens' committee of \_\_\_\_\_ members, who shall serve without compensation, and whose duty it shall be to inspect each motion-picture theater of the city at least once each month and report to the licensing authority any violations of the provisions of this act.

SECTION 10. This ordinance shall take effect thirty days after its approval by the Mayor. All other rules, regulations, and ordinances inconsistent herewith and affecting buildings and places to be occupied as herein defined are hereby revoked.

## **INDEX**



## INDEX

- ADVENTURE:** boys' impulse for, 12-18; home and school life do not provide, 16; supplied by Boy Scout activities, 17, 20. See also *Boy Scouts*
- AMATEUR THEATRICALS:** benefits of, 84-85
- AMUSEMENTS:** commercial, 80-88, 97, 101; duty of society to guard, 10, 12; municipal, 11-12; of Springfield high school students, 39-42; public, temptations surrounding, 3, 7, 11; reported by 134 boys, 16-17; reported by 2,275 grammar school children, 23-26; "Safety First" principle applied to, 10
- ARION DANCE HALL:** admission and attendance, 85-86. See also *Dance Halls*
- ART, COMMUNITY:** and recreation, 21-22
- ASSEMBLY ROOMS,** 38, 39, 43, 98
- ATHLETIC ASSOCIATIONS,** 55. See also *Athletic Leagues; Municipal*
- ATHLETIC BADGE TEST:** for boys, 100, 106-108; for girls, 114-116
- ATHLETIC COURTESY,** 106
- ATHLETIC FIELDS:** importance of providing, 59, 91-92, 97, 98, 99; opportunity for, in Springfield parks, 65
- ATHLETIC LEAGUES:** Baltimore, 120; Boston, 120; municipal, 89, 100, 120; public schools, 105, 112-113; Sunday School, 79
- ATHLETICS:** developing high standards a function of, 8-9; field, 93; for Athletic Badge Test, 107; for girls, 59, 77, 113-114; group, 108-112; in Springfield industrial es-
- ATHLETICS (continued)** tablishments, 91; suitable for grammar school boys, 106; track, 93; value of, to city life, 89-93
- AUDITORIUMS.** See *Assembly Rooms*
- BALTIMORE, Md.:** Public Athletic League, 120
- BILLIARD AND POOL ROOMS:** and the saloon, 7, 10; licenses of, 87
- BILLIARDS:** attractions of, 7, 12; temptations surrounding, 7, 10-11
- BOARD OF EDUCATION:** co-operation with park board urged, 65, 98; opportunities of, in recreation field, 32, 33, 37
- BOSTON, MASSACHUSETTS:** director of public celebrations in, 96; Municipal Athletic Association, 120
- BOY SCOUTS:** meet vital needs of boy life, 17-18; organization, 100, 121
- CAMP FIRE GIRLS,** 18, 77; organization, 100, 121
- CELEBRATIONS, PUBLIC.** See *Holidays*
- CHATTERTON THEATER:** nature of programs, 82-83
- CHICAGO, ILLINOIS:** social use of schools, 30
- CHURCHES:** and recreation, 77-79, 97
- CITY COMMITTEES:** on celebrations, 96, 100; on recreation, 101, 121
- CITY LIFE:** lacks elements craved by youth, 12-20; value of athletics to, 89-93

## INDEX

- CITY ORDINANCES.** See *Ordinances*
- CLUBS:** meeting places for, 36, 68; semi-public organizations, 73-75, 97. See also *Institutions, Semi-public; Organizations, Private*
- COMMUNITY ART AND RECREATION,** 21-22
- CROOK, DR. A. R.:** curator Museum of Natural History, 70
- DANCE HALLS:** dangers in, 11; model ordinance for, 122-124; number and character, 85. See also *Arion Dance Hall*
- DANCES:** club, 86; young people's, 42
- DANCING:** among high school students, 40, 41-42; in school houses, 12; temptations surrounding, 86-87
- DIME NOVELS:** foster boys' craving for adventure, 13, 15-16
- DIRECTOR OF PHYSICAL TRAINING AND PLAY.** See *Supervisor*
- DRAMA LEAGUE, NATIONAL,** 84
- ENVIRONMENT:** community responsible for improving, 20; importance of good, 7-8
- EQUIPMENT, RECREATION:** in new high school, 42-43; of school playgrounds, 50; of social centers, 37-39, 99
- EVENTS, ATHLETIC:** description of, 107-120
- FESTIVALS,** 93-96
- FIELD ATHLETICS.** See *Athletics*
- FIELD HOUSES,** 21, 62
- FOlk DANCING,** 22
- FRATERNAL ORGANIZATIONS.** See *Organizations*
- GAMES:** teaching of, 29-28, 98
- GIRLS:** athletics for, 59, 77, 112-120. See also *Public Schools Athletic League for Girls*
- GRAND RAPIDS, MICHIGAN:** co-operation between schools and library, 69
- GYMNASIUMS,** 9, 21, 39, 43, 55, 77, 99
- HAND, DR. EARL H.:** appointed supervisor of physical training, athletics, and play in Springfield, 59
- HIGH SCHOOL, SPRINGFIELD:** amusements of students, 39-42; athletic association in, 55; equipment for social center work, 42-43
- HISTORICAL LIBRARY, STATE,** 70
- HOLIDAYS, PUBLIC:** celebration of, 96; committee on, proposed, 100; director of, in Boston, Mass., 96
- HOMES:** important factor in recreation, 23-29. See also *Recreation*
- IMMORALITY:** causes of, 6, 7, 10-11; drunkenness and, 7; environment as a factor, 7-10; fostered in public amusement places, 11, 82
- INDUSTRIAL ESTABLISHMENTS:** supporting athletics in Springfield, 91
- INDUSTRIES AND OCCUPATIONS IN SPRINGFIELD,** 3-4
- INSPECTION:** of motion-picture theaters, 80
- INSTITUTIONS, SEMI-PUBLIC,** 73-79, 97
- IOWA HIGH SCHOOLS:** amusements of students in four cities, 40, 41
- LANGDON, WILLIAM CHAUNCEY:** pageant director, 96
- LAWRENCE SCHOOL, SPRINGFIELD:** library in, 36
- LEAGUES.** See *Athletic League; Municipal*
- LECTURES:** State Museum of Natural History, 70

## INDEX

- LEGISLATION: against prize fights, 74-75; for social use of school buildings, 32
- LELAND HOTEL: dances at, 85
- LIBRARY: co-operation with schools, 36, 68-69; extension work, 69; State Historical, 70
- LICENSES: dance hall, 85, 86; of billiard and pool rooms, 87; of motion-picture theaters, 80; of saloons, 87-88
- LOTTERIES: forbidden by Springfield city code, 83
- LOUISVILLE, KENTUCKY: work of neighborhood associations in, 33
- MEDALS: presentation of, not desirable, 100
- MILWAUKEE, WISCONSIN: provision for amusements in schools, 12
- MINISTERS' ASSOCIATION, 78
- "MORALITY PURCHASABLE," 20
- MOTION-PICTURE SHOWS: attendance of grammar school children at, 24-26, 81; attendance of high school students at, 40-41; in schools, 36; injuriousness of, 81
- MOTION-PICTURE THEATERS: licenses of, 80; model ordinance for, 124-126; number and capacity, 80-81
- MUNICIPAL AMUSEMENTS: importance of providing, 11-12
- MUNICIPAL ATHLETIC LEAGUES, 100, 120
- MUSEUM OF NATURAL HISTORY, STATE, 70-72; a recreation resource, 70; opportunity for schools, 70-71
- NATIONAL BOARD OF CENSORSHIP, 80, 81
- NEIGHBORHOOD ASSOCIATIONS: and library extension, 69; suggestions for, 33-36; work of, in Louisville, Kentucky, 33; work of, in New York City, 33
- NEWSPAPERS: cases reported in, 5-6, 11, 12-13
- NEW YORK CITY: social use of schools, 30, 33
- OCCUPATIONS AND INDUSTRIES IN SPRINGFIELD, 3-4
- ORDINANCES, CITY: concerning motion-picture shows, 80; forbid lotteries, 83-84; none governing dance halls, 86, 87
- ORDINANCES, MODEL: for dance halls, 122-124; for motion-picture theaters, 124-126
- ORGANIZATIONS, FRATERNAL AND PRIVATE: value of, in city life, 73
- PAGEANTS: and community art, 22; meaning and objects of, 93-96; suggested for Springfield, 96
- PARENTS: responsibility of, for providing recreation, 28-29
- PARENT-TEACHER ORGANIZATIONS: suggestions for, 33-36, 69, 99
- PARK BOARD: jurisdiction and activities of, 49, 62, 65, 98
- PARKS: areas, 60; cost of, in 1912-13, 62; equipment, 97, 98; ratio of park space to population, 60; supervision of, 62, 65
- PHYSICAL TRAINING: supervisor appointed, 59. See also *Supervisor*
- PLAY: activities reported by Springfield boys and girls, 23-26; need for guidance in, 23-29; supervisor appointed, 59. See also *Recreation*
- PLAY CENTERS, 55
- PLAY FESTIVALS, 22
- PLAY LEADERS: number in American cities, 97. See also *Supervision*
- PLAYGROUNDS: equipment, 50; school, 43-59; streets as, 66-67; suggestions for, 97, 98, 99

## INDEX

- POOL ROOMS. See *Billiard and Pool Rooms*
- POPULATION. See *Springfield*
- PRIMITIVE LIFE: boys' craving for, 15-17
- PRIZE FIGHTS: forbidden in Illinois, 74; law evaded, 74-75
- PUBLIC ATHLETIC LEAGUE, BALTIMORE, 120
- PUBLIC SCHOOLS ATHLETIC LEAGUES, 105, 112-113
- READING ROOMS, 36
- RECREATION: and self-realization, 20-21; basis of public concern in, 5-22; churches and, 77-79; committee on, 101, 121; community art and, 21-22; home, 97; lack of, and delinquency, 5; library as a resource, 68; Museum of Natural History as a resource, 70-72
- RECREATION CENTERS. See *Social Centers*
- RECREATION PROGRAM: suggestions for Springfield, 97-103
- RECREATION SURVEY IN SPRINGFIELD: a co-operative undertaking, v.
- RUSSELL SAGE FOUNDATION: Department of Recreation, v; Department of Surveys and Exhibits in charge of Springfield Survey, v
- "SAFETY FIRST" PRINCIPLE: in guarding amusements, 10
- SALOONS: and billiard rooms, 10; and dance halls, 11, 87; district containing, 87-88; elimination of, constructive plans needed, 88; licenses of, 87-88; social needs met by, 88
- SAN FRANCISCO, CAL.: Recreation League, 121
- SANGAMON COUNTY: topography and products of, 3
- SCHOOL BOARD. See *Board of Education*
- SCHOOL BUILDINGS: adaptation of, to social uses, 21, 32, 37-39; wider use of, 12, 21, 30-43, 97, 99
- SCHOOL YARDS: after-school use of, 49-50; area and condition, 43-49; equipment of, 50, 55, 59; play in, 26-28, 50, 55, 59; surfacing poor, 48-49
- SCHOOLS, SPRINGFIELD, 30-59
- SEMI-PUBLIC INSTITUTIONS. See *Institutions*
- SOCIAL CENTERS, 12, 21; a protection to young people, 67; activities suggested, 39; equipment, 37-39, 99; in American cities, 30, 97; in Chicago, Illinois, 30; in Milwaukee, Wisconsin, 12; in New York City, 30; information concerning, 105; program material suggested, 37
- SPRINGFIELD, ILLINOIS: amusements, public, character of, 3, 80-87; city life, effect of legislative and other large gatherings on, 4; dimensions and topography, 1, 3; general characteristics, 1-4; homes, 23-29; industries and occupations, 3-4; library, 68-69; opportunity of, as capital, to set high standards, 55; parks, 60-65; population, character of, 1-3; streets, 66-67; wider use of school plant, plan for, 31-43. See also *Library, Parks, Schools, etc.*
- SPRINGFIELD SURVEY: a co-operative undertaking, v; fields covered by, v; object of, v
- STREETS: as playgrounds, 66-67; frequented by boys and girls at night, 66
- SUPERVISION: of play activities, 26-27; of school playgrounds, 52; of social centers, 12, 32, 37
- SUPERVISOR OF PHYSICAL TRAINING, ATHLETICS, AND PLAY: need for, in Springfield school system, 27-28, 55, 98; supervisor appointed, 59
- SURVEYS AND EXHIBITS, DEPARTMENT OF. See *Russell Sage Foundation*

## INDEX

- TEACHERS' ASSOCIATION, 68  
TEACHERS' TRAINING SCHOOL, 96  
THEATERS: number and character, 82-85; temptations surrounding, 83-84; typical entertainment at low-priced house, 83-84  
TRACK ATHLETICS. See *Athletics*  
TROPHIES: presentation of, not desirable, 100  
WIDER USE OF SCHOOL PLANT, 12, 21; plan for Springfield proposed, 31-43, 105
- WILL-POWER: importance of fostering, 7-8, 9-10  
WOMEN'S CLUB, 68, 84  
YARDS: importance of, in recreation plans, 23, 29, 98, 99. See also *School Yards*  
YOUNG MEN'S CHRISTIAN ASSOCIATION, 55, 75-77, 78, 97, 101  
YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 59, 68, 77



# HOUSING IN SPRINGFIELD, ILLINOIS

A STUDY BY THE NATIONAL HOUSING ASSOCIATION

JOHN IHLDER



THE SPRINGFIELD SURVEY  
HOUSING SECTION

SPRINGFIELD SURVEY COMMITTEE  
SPRINGFIELD, ILLINOIS

November, 1914

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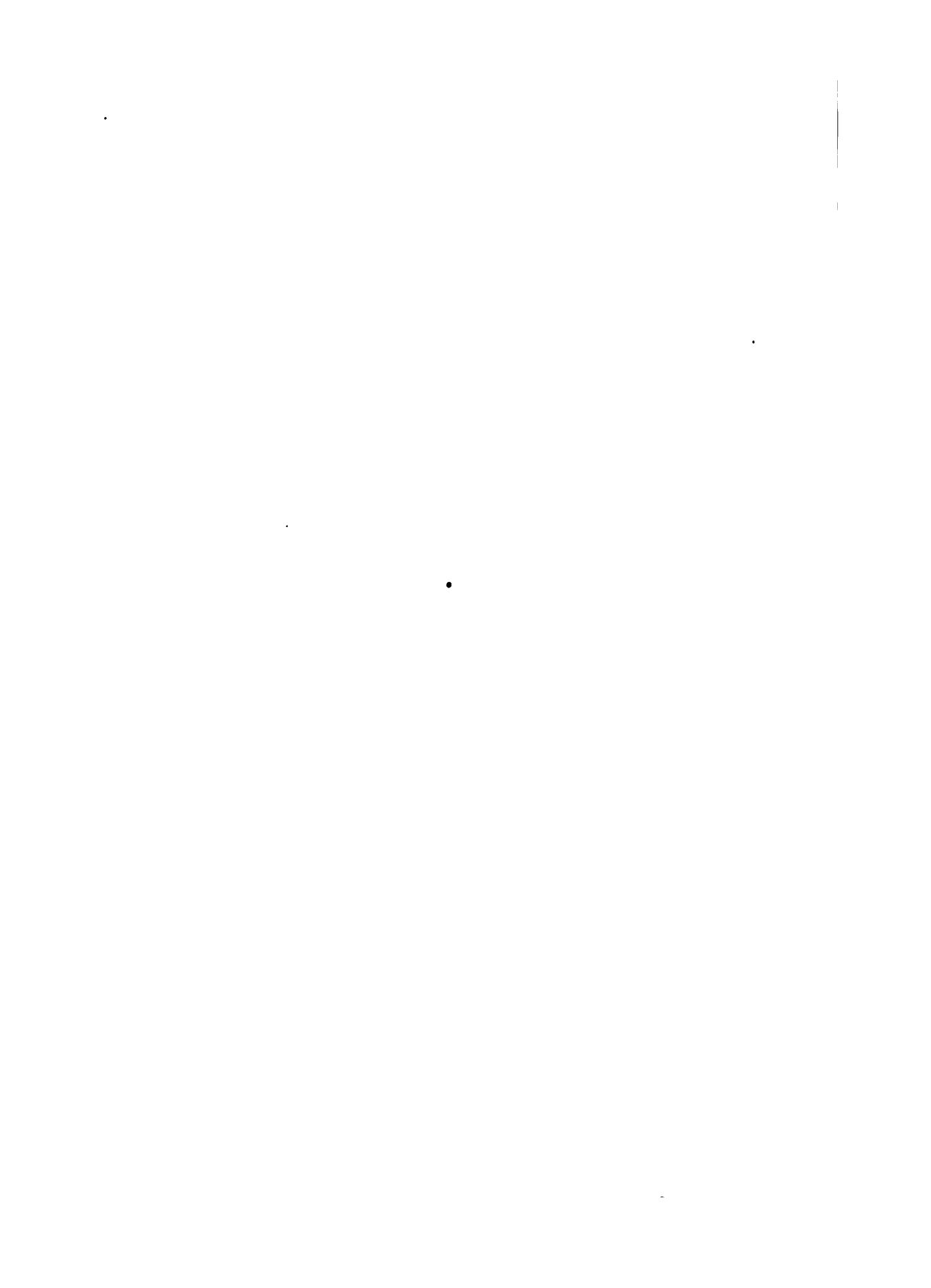
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## FOREWORD

This does not purport to be a detailed study of housing conditions in Springfield. As the time devoted to the investigation was very brief, it was necessary to accept without verification the opinions of local people on a number of points; such as, for instance, that there is considerable room overcrowding in the city. I was able, however, to get a clear idea of housing conditions in general and of the methods now used to keep these up to standard.

I am indebted to many with whom I came in contact during my inquiry. Among these I would especially mention Dr. George Thomas Palmer, former health officer; Paul L. Skoog, acting superintendent of the health department; Dr. B. B. Griffith, the present health officer; Commissioner H. B. Davidson of the department of safety; and Edgar Offlighter, the building inspector. All of these gentlemen showed not only a knowledge of present conditions but a constructive desire to improve conditions in the future.

In Springfield, as in many of the other cities I have visited, the public officials would do more if they had constant and intelligent support from an organized body of citizens. If Springfield is to have and to keep good housing it is recommended that a housing committee, a housing association, or some organization with similar purpose be formed.



## TABLE OF CONTENTS

	PAGE
<b>FOREWORD . . . . .</b>	<b>v</b>
<b>LIST OF ILLUSTRATIONS . . . . .</b>	<b>ix</b>
Springfield's First Duty to Itself . . . . .	2
Menace of the Multiple Dwelling . . . . .	3
Privies and Water Supply . . . . .	7
Garbage and Refuse . . . . .	8
Land Overcrowding . . . . .	8
The Downtown District . . . . .	9
A Fire Hazard . . . . .	12
Some Dark Apartments . . . . .	14
A Handicap to Virtue . . . . .	15
The Negro District . . . . .	16
The Miners' Houses . . . . .	17
City Planning . . . . .	18
Recommendations . . . . .	20
Present Powers of City Government . . . . .	21
Housing Ideals of Springfield . . . . .	24



## LIST OF ILLUSTRATIONS

	PAGE
Single Family Houses with Lawns.....	I
The Multiple Dwelling Appearing in Springfield	
Many owe much of their attractiveness to their neighborhood.....	2
Some fill nearly all the lot.....	3
A Home under the Shadow of a Multiple Dwelling.....	4
The Multiple Dwelling and the Home.....	5
Apartments above Stores.....	10
An Example of How Not to Build.....	11
Floor Plan of a Springfield Tenement.....	13
A Two-story Combination .....	14
A Negro Dwelling .....	16
Workingmen's Cottages Near the Smelter.....	18
Unnecessary Waste of Street.....	19
The Single Family House a Civic Asset.....	23
Some of the Newest Dwellings.....	23
A Sample of the Best.....	24



## HOUSING IN SPRINGFIELD, ILLINOIS

Springfield is unusually fortunate in that it is not hemmed in on any side by natural barriers. The handicaps to expansion imposed by nature, of which the people of other cities have reason to complain, are absent. There are the wide prairies of central Illinois for additions to the city's 55,000 to 60,000 people to spread out upon, and until recently the city has freely taken advantage of this great opportunity. One has only to compare



SINGLE FAMILY HOUSES WITH LAWNS

The single family house with a good-sized yard is the rule in Springfield

it with less fortunate, congested cities in the East to understand how great this advantage is.

The older eastern cities were hampered, however, not only by the natural barriers presented by hills or rivers or estuaries, but even more by traditions brought from crowded old-world countries in days before we recognized the value of sunlight and fresh air. Now they are being forced to cure ills that Springfield

## THE SPRINGFIELD SURVEY



**THE MULTIPLE DWELLING APPEARING IN SPRINGFIELD**  
Many owe much of their attractiveness to their neighborhood

need never suffer. The ignorance of sanitary laws, which was the more serious handicap, no longer exists. If the greater Springfield of the future has land overcrowding and tall barrack tenements it will be due entirely to the indifference or inefficiency of its people. Even the excuse sometimes given, that our people of foreign speech prefer to live in barracks or in filth and squalor—an excuse that has very slight basis in fact—can not be used in Springfield, which is in unusual degree a city of the native born.

### SPRINGFIELD'S FIRST DUTY TO ITSELF

Springfield's first duty to itself is to keep what it has,—single family houses surrounded by good yards and lawns. It is such houses as these that form the basis of good homes and of wholesome, normal family life. Their importance increases each year as the population of the United States becomes increasingly a city population. When the cities were few and small we could be relatively less concerned for the fate of their people; we could accept with comparatively less misgiving the old saying that three generations measure the average life of a city family. But now the nation goes as the city goes. Death,

## HOUSING IN SPRINGFIELD, ILLINOIS



THE MULTIPLE DWELLING APPEARING IN SPRINGFIELD  
Some fill nearly all the lot

disease, immorality, inefficiency, the disintegration of family life in the cities are of more direct concern to the whole nation.

My inspections have shown that in every part of Springfield the single family house with a good sized yard or lawn is the rule. Even in the newest sections and in those real estate developments designed for wage-earners this rule holds good; the houses and cottages are usually more than 15 feet apart, which should be the minimum in order that every room may have adequate light and air, that the danger of flames leaping from one house to another may be lessened, and that each family may enjoy a privacy which is impossible when a neighbor's windows directly overlook their own. This, I repeat, is the great advantage that Springfield has over many other cities of its size and larger. It is an advantage that once thrown away can never be regained.

### MENACE OF THE MULTIPLE DWELLING

But there are indications that Springfield is in danger of throwing away this great advantage. In several parts of town there have already appeared multiple dwellings—apartment houses, flats, or tenement houses. The differences in title depend chiefly on differences in rent charged, for fundamentally

## THE SPRINGFIELD SURVEY



**A HOME UNDER THE SHADOW OF A MULTIPLE DWELLING**

In this picture taken in Springfield the new apartment house stands within a few inches of the dwelling next door. Light and air in the apartment house thus depend upon the neighbor not following this example

they are all the same. These multiple dwellings are of two sorts, those made by converting old residences to their present use and those erected as multiple dwellings.

There are two especial dangers in the converted dwelling, particularly in the poorer parts of town. One is that the old rooms will be subdivided so that some of the new rooms do not open to the outer air. The other is that water and toilet facilities, even if installed, will be insufficient in number, will be semi-public in location, or will be placed in out-of-the-way corners where they are inaccessible or are dark and unventilated. Usually the converted house has around it sufficient open space.

The especial danger in the multiple dwelling erected as an apartment or tenement house is that it will overfill its lot, de-

## HOUSING IN SPRINGFIELD, ILLINOIS



THE MULTIPLE DWELLING AND THE HOME

Contrast the bare desert back of the multiple dwelling with the pleasant tree-shaded lawn back of the home

pending upon adjoining unoccupied space for light and ventilation in some of its rooms. The owner in these cases relies upon his neighbor not to follow his example and build close up to the dividing line. This is a poor dependence, however, for as his building has depreciated residence values about it, his neighbors often feel that in self defence they must erect similar buildings, and in so doing they close his side windows, shutting out both light and air. Sometimes, of course, new apartment and tenement houses, even in the better districts of cities, have dark interior rooms, unless these are prohibited by law.

But it is not alone because of its menace to health that the multiple dwelling is a thing to be discouraged. We wish our cities to be cities of families so that they may perpetuate themselves; and families presuppose the existence of children. The multiple dwelling is not built for children. Even where, as in some of the old-world cities, tenements have been built with play courts and kindergartens and assembly rooms, they are at best only a poor substitute for the individual family house with its own yard.

If one would see clearly the difference between a multiple

#### THE SPRINGFIELD SURVEY

dwelling and a single family house in terms of home, let him look at the apartment building in the picture shown on the preceding page and the cottage next door which it overshadows and damages. Then, to make the lesson still clearer, let him go around to the back and contrast the bare desert behind the multiple dwelling with the grassy, tree-shaded lawn next door. The people who live in the big structure certainly can not have the feeling for it that those who live in the cottage have for their home. They are too far from the ground ever to strike roots down into the soil. If such dwellings multiply until Springfield becomes what one of our cities is, a mere group of barracks, it will mean a change for the worse in the whole social life of the community. Barrack dwellers are usually nomads to whom moving becomes a habit. To them the dwelling becomes more and more a mere temporary shelter. Their real life is lived outside, and for them the word home loses much of its significance.

Yet there is a place for a small number of multiple dwellings in such a city as Springfield. For married couples without children, and for the unattached, they offer certain advantages without too great disadvantages—provided they are properly built. The city should see to it that these structures are safe and sanitary. It should require protection against fire and adequate provision for light, air, and sanitation. If it does this it will greatly discourage the building of multiple dwellings, for adequate provision of this kind will add considerably to the cost.

I have dwelt at this length upon the menace of the multiple dwelling because once this menace has become a fact it is impossible ever to undo the damage, and because so few persons can foresee consequences until the damage is done. Most of us are prone to judge the multiple dwelling by a few scattered pioneers which establish themselves among the open spaces of a residence district and owe much of their attractiveness to the fact that they have neighbors of a different type. We must judge these barracks by what they will be when, having driven out the old dwellings, they line the streets in double ranks; for experience has shown that unless measures are taken to check them they will drive out the single family house.

## HOUSING IN SPRINGFIELD, ILLINOIS

### PRIVIES AND WATER SUPPLY

But if Springfield is to remain what it now is, a city of homes, it must take other measures than merely discouraging barracks construction. We have reached a degree of civilization in America where an abundant and convenient supply of pure water and convenient, sanitary water-closets inside the houses, are considered necessities for any progressive community. Springfield's ideals are up to standard. It has done a great deal to bring these twin necessities to the homes of its people, among other potent efforts being the sanitary survey by Dr. George Thomas Palmer several years ago; but it nevertheless has not done enough to actually get the results aimed at. Both water-main and sewer construction lag behind house building. Just how far behind, has been learned through the recent investigation made by the Springfield health department as a part of the Public Health division of the Springfield Survey. In his report, Franz Schneider, Jr., who directed the Public Health Survey, shows 7530 surface wells and 7431 privy vaults still persisting in the city.

There are admitted difficulties in the way of more rapid water and sewer extension, but in the case of a city as in that of an individual, to give up because of difficulties argues weakness of character. In some of the new subdivisions to the southwest a way has been found to extend mains and sewers, and if Springfield so determines there will be found ways to extend them in other districts. Springfield knows, as other American cities do, that the time is not far distant when to have a privy vault or a dry sewer within the built-up area will be considered an admission that the city in question has not quite outgrown barbarism.

With sewer and water-main extension should go house connection. Springfield has many sewered streets where only a fraction of the houses are connected; it has streets with water mains where, as already indicated, the people still drink water from wells. It has made but a half-hearted effort to improve this condition, requiring only that new houses or houses undergoing fairly extensive improvements shall be connected. Under

#### THE SPRINGFIELD SURVEY

such a policy it may be a generation before some of the dwellings cease to be sources of danger to their neighborhoods. Incidentally, while requiring that all dwellings on streets containing sewers and water mains be connected within a reasonable time—say one year—Springfield should also forbid the erection of any multiple dwelling on a street which is without these facilities.

#### GARBAGE AND REFUSE

Springfield, like other progressive cities, will some day we believe establish a system of municipal garbage and refuse collection, gauged on the needs of the whole city. The present system, or lack of system, of collection by private companies or individuals is and must be unsatisfactory. The prime reason for garbage and refuse collection is that these wastes, if not collected, become nuisances and also contribute to the problems of public health. The prime motive of the private collector is to make money. Consequently he is apt to neglect those districts where the people are least able to pay for his services, where the quality of the garbage is poor, or where the task is unusually difficult. Yet these are the districts that most need thorough and regular collection. Our cities must be clean if they are to be wholesome. Waste of all kinds must be frequently and regularly removed or destroyed, and this will be done best, as pointed out also by D. O. Decker in the Municipal Administration division of the Springfield Survey, when undertaken at city expense. The main objection to this plan in Springfield is that the present limitation in the tax rate makes it difficult to find the money. This difficulty will need to be squarely faced when the whole question of an adequate city-wide garbage collection program, wisely raised by Mr. Decker, is taken up for solution.

#### LAND OVERCROWDING

I have said that Springfield is unusually fortunate in that as a rule its dwellings are surrounded by large open spaces, and that once thrown away this great advantage will be gone forever. Yet already there are a number of instances of land overcrowding. In the downtown district are, naturally, some of

#### HOUSING IN SPRINGFIELD, ILLINOIS

the worst. Examples there will be mentioned in detail later. But even in the good residence districts there are instances which warn the people of Springfield that the time for them to act is now. Such a house as one which is to be found on South Fifth Street should be impossible in a city with Springfield's space. Not only does it fill its lot to such an extent that only a narrow passageway is left at the rear, but even one of its basements has been converted into an apartment. In this Springfield has already produced an evil against which New York, Boston, and Chicago are now engaged in a desperate struggle.

Another instance of lot overcrowding is furnished by an apartment house on West Monroe Street. A stranger shown pictures of these buildings alone would imagine that Springfield was suffering from a land famine, for surely nothing less could excuse them. A similar impression would be produced by the picture of the other apartment house on West Monroe Street, shown before, which crowds its little neighbor so closely.

#### THE DOWNTOWN DISTRICT

As already suggested, there are strong arguments for a small number of apartment houses, provided they are properly built and kept. A considerable proportion of these apartment houses will appear in the downtown district on the minor business streets where there is a demand for stores on the ground floor but no business demand for space on the upper floors. It is impractical to require that buildings in such locations be either kept to one story in height or that their upper floors be kept vacant until they can be let for business purposes. It is practical, however, and it is essential, that if the upper stories be used as dwellings, the health and safety of their occupants be provided for. Above the store the building is an apartment house and should be made to conform to all the requirements as to light, ventilation, sanitation, and protection against fire that are necessary for other apartment houses. This is not the case at present in the downtown section of Springfield.

That part of Washington Street which lies between Seventh and Eighth Streets is illustrative. Here is a solid row of two- and three-story buildings. The ground floors are used for shops,

#### THE SPRINGFIELD SURVEY

the upper floors in many cases for dwellings. When the building is only two stories high the middle rooms of the apartments are usually lighted by skylights. These, however, do not furnish good ventilation, especially as they are difficult if not impossible to open. When the building is three stories high the middle rooms are lighted, if lighted at all, by shafts extending to the roof. These shafts are covered and so, of course, furnish little or no ventilation. Other illustrations are to be found in the



APARTMENTS ABOVE STORES

The floors above stores may well be used for apartments if properly built and maintained. The greatest danger is that they will contain dark, airless rooms.

business district, among them being a large building on East Monroe Street, where the problem of dark rooms was not entirely solved. This building does not cover the whole lot; it has narrow light shafts, which provide a trifle of air and light for rooms that otherwise would have been dark.

The story of the Washington Street Mission building is indicative of what will be many times repeated in Springfield's future if the city does not enforce good housing standards. The

#### HOUSING IN SPRINGFIELD, ILLINOIS

builder, according to the story I was told, proposed to make a good hotel of it. Upon receiving assurances from the owner of the lot next door that he had no thought of increasing the height of his building for twenty years, the hotel man lighted and ventilated his middle rooms with windows overlooking the neighbor's roof. But the very next year the neighbor came into possession of a considerable amount of money and decided that the best use he could make of it would be to erect a three-



AN EXAMPLE OF HOW NOT TO BUILD

The nearer building stands so close to the neighboring building that it darkens the rear windows of the latter. The nearer structure is also built flush with the lot line allowing for no back stairway. The garbage barrels stand on the adjoining lot, and tenants above are credited with having adopted the simple expedient of throwing their garbage from the windows at the barrels.

story building on his lot. So he closed up all the hotel man's middle windows with a solid brick wall. Naturally, the hotel man thought himself aggrieved; and the neighbor, on the other hand, thought there was no reason why he should give another man light and air when it became to his own interest to do otherwise.

To the outsider it seems that the chief blame lies with neither of these owners but with the city which permitted both of them

#### THE SPRINGFIELD SURVEY

to erect buildings that are mutually damaging and therefore a detriment to the whole community. The multiplication of such buildings means the deterioration and lessening in value of whole districts. If both of these buildings had conformed to good housing standards, that is, if each had provided for all its own needs upon its own lot, they would not have damaged each other, and the multiplication of similar buildings instead of depreciating values would have increased them, for each investor would be assured that his property could not be injured by buildings on neighboring lots.

Another building that promises to give trouble in the future is shown on the preceding page. It is there seen how closely the nearer building occupying the rear of the lot stands to the building on the front of the lot, darkening the rear windows of the latter. The picture does not show, however, that this rear building is built flush with the side lot line. For that reason, I was told, the owner could not put on a rear stairway, the neighboring owner apparently not being willing to give him assurances for the next twenty years. This neighbor does, however, permit the garbage barrels to stand on his land. As the tenants on the second floor have no way of reaching these barrels except by going down their front stairs and walking around the building, they are credited with having adopted the simple expedient of throwing their garbage from the windows at the barrels. Perhaps it is because women are notoriously bad shots that so much of the garbage lies scattered about on the ground.

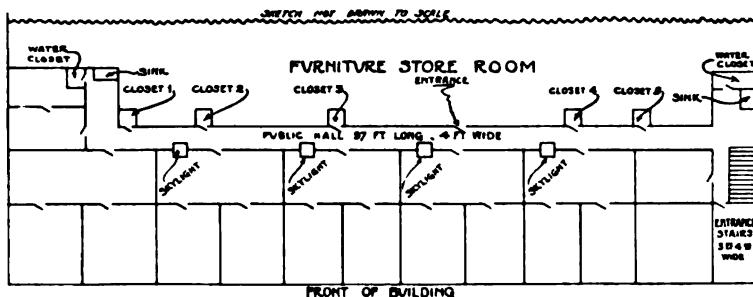
#### A FIRE HAZARD

But from the fire hazard point of view, perhaps the worst house of all those that I visited is found on North Seventh Street. Here is a long, deep building which last June sheltered four families having 10 children, one unattached woman and one unattached man. These families occupied a series of three-room second-floor apartments, stretching along the front of the building. The two apartments furthest from the stairway were vacant. The rough sketch on page 13 will give some idea of the arrangement. The two front rooms of each apartment get light and air from windows opening on the street. The rear

## HOUSING IN SPRINGFIELD, ILLINOIS

room and the hall were until recently without any openings except doors. When Dr. Palmer was health officer he required the cutting in of skylights over the division wall between each rear room and the hall. This hall is less than 4 feet wide and is 97 feet long. It leads to a wooden stairway 3 feet 4 inches wide. This is the only means of egress for all these families, except, of course, that they may, if they choose, in case of fire jump from the windows to the pavement.

On the other side of the hallway are storage closets for the use of the tenants, one being nearly opposite the entrance door to each apartment. At the time of my visit these closets were used as follows: (1) contained a little rubbish, including



FLOOR PLAN OF A SPRINGFIELD TENEMENT

Rough sketch shows inadequate provision for health, comfort, or safe egress in case of fire

scraps of paper and an old broom (this was opposite a vacant apartment); (2) had a pile of clothes and similar articles; (3) was filled almost to the ceiling with crumpled waste paper; (4) contained coal and wood; and (5) had a garbage can for the use of all the tenants who chipped in to pay the private garbage company for emptying it, and *a pile of ashes dumped on the wooden floor*. Midway of the hall was an unlocked door opening to the rear of the building, which housed a great store room filled with new furniture still in its paper wrappings. In order that nothing might be lacking to increase the fire risk, the ground floor was occupied by a garage. This garage is possibly less objectionable, so far at least as sanitary surroundings

#### THE SPRINGFIELD SURVEY

are concerned, than the stable which preceded it—note the horse-shoer's sign in the picture—but it certainly does not lessen the fire danger to the tenants above.

There is one other point in this building that deserves notice; that is, lack of provision of adequate water supply and toilets. At either end of the long hall are two short branch halls, at the rear of which, in darkness which lends them their only privacy, are two water-closets and two sinks, the only conveniences for the eight apartments. Such a dwelling should be looked upon



A TWO-STORY COMBINATION.

The apartments upstairs open upon a hallway 97 feet long which has only one means of egress

as discreditable to any progressive community. It is in some respects the worst tenement house I have ever seen.

#### SOME DARK APARTMENTS

Another bad tenement house is a big block on Washington Street. This building is very close to one on the corner and the space between is filled with a stairway and platforms which so darken some of the side windows that, although it was early on a June afternoon when I visited the place, I had to light matches in order to find the kitchen sink and the stove. Life certainly

#### HOUSING IN SPRINGFIELD, ILLINOIS

will not be a joy for the woman who keeps house there. But this was not all. Following the hallway a little further we found an apartment situated in the center of the building whose rooms had no opening whatever to the outer air. Whatever light and air they got came from a gloomy public hall.

This building, I was told, has been condemned by the city authorities several times on the ground that it is not a proper place for habitation. No one who ever went inside could maintain that the authorities were other than conservative in their action. But unfortunately condemnation in Springfield seems to be merely an expression of opinion. The building is still open and occupied. Happily the dark, interior apartment mentioned, like the two apartments furthest from the stairway in the house on North Seventh Street, was not tenanted. Pressure of population evidently is not yet so great in Springfield that unfortunates must take any available shelter. But the fact that such shelters are waiting until people are forced into them, shows clearly that we can not trust to a *laissez faire* policy. The city that would banish preventable sickness and immorality and juvenile delinquency, to mention no other social ills, must do away with such fostering dwellings as these and see to it that none like them take their place.

#### A HANDICAP TO VIRTUE

In this connection I would call attention for a moment to an apartment above a store on Washington Street. The apartment last June was occupied by Negroes. The toilet is in the hall, public and inadequate. The middle room, gloomy and ill ventilated, was occupied by two Negro men. The rear room, separated from the middle room by a folding screen, was occupied by a Negro girl. The water faucet is in the girl's room. It is clear that decency is heavily handicapped in such quarters. It is in the nature of an anti-climax to mention that the waste pipe under the faucet in the girl's room was not trapped. Whatever menace there may be to physical health is slight compared to the menace to morals in such housing conditions.

The instances given above are not cited with an intention of singling particular houses out for special attention. They

#### THE SPRINGFIELD SURVEY

are mentioned simply because they are ones I happened to see. They are enough to prove the existence of real housing problems. It is for the city of Springfield to learn whether there are other houses like them, and then to set standards which will make the continuation of such conditions impossible anywhere within its borders. To clean up a few places and overlook others will not produce results worth the effort.

#### THE NEGRO DISTRICT

In the Negro district in Springfield, as in other cities, bad housing features are among the most serious. Houses are more



A NEGRO DWELLING

Many of the houses have ample yards, but landlords have not always provided houses meeting even minimum standards

dilapidated, water supply and toilets more inadequate, everything in a more rundown, shabby condition than in other sections. Part of this may be due to the character and habits of some of the Negro people themselves, just as bad living conditions among the whites often are. But there is no question in the minds of those who have studied Negro housing that a large proportion of these people desire better homes than those they are able to obtain in most of our cities. One who has inspected

## HOUSING IN SPRINGFIELD, ILLINOIS

many Negro homes can not but be impressed by the evident desire for cleanliness and order that many of the housekeepers show, even under the most discouraging conditions. My own impression is that where conditions are approximately equal the homes of Negroes are cleaner and better kept than those of several nationalities among our recent immigrants.

But the Negro suffers under severe handicaps. He is usually segregated, if not by law then by custom, in one or more of the poorest parts of town. Being so confined he is more easily exploited by his landlord, who inclines to give less and charge more than he would in the case of white tenants. I was told that this is the situation in Springfield, although my stay was so short as not to allow time to verify the statement. If it is, Springfield is not unique; the same situation is to be found in other cities. But that is no excuse for allowing it to continue. Nor should the white citizens of Springfield persuade themselves that to improve housing conditions in the Negro district will be a purely altruistic endeavor. We have learned within the past few years that if any part of the city suffers, the other parts will suffer with it. Disease and immorality in the Negro district will have their effect as far away as the extreme limits of the community. To safeguard itself Springfield must set minimum housing standards that shall apply to every dwelling in the city.

## THE MINERS' HOUSES

During my stay I visited Ridgely and also saw some of the miners' houses outside the city. A built-up district such as Ridgely, whether within or partly without the city's legal limits, must be considered so far as practicable as if it were a part of the city. The standards that apply in other districts should apply there and the services, water and sewer, should be extended to it.

One of the most puzzling phases of housing work is how to exercise proper control over suburban areas that lie just outside the city's boundaries, but which are already a part of the city's problem and as the city grows will inevitably come under its jurisdiction. One of the proposals made is that certain city

#### THE SPRINGFIELD SURVEY

officials be given jurisdiction over an area extending some three or four miles beyond the city limits, in order to prevent the development there of bad conditions that they would later have to remedy when this area is annexed.

The miners' rows that are set down by themselves in the open country—such as that near the smelter—are in a somewhat different category from the houses in Ridgely. Mine houses are very often regarded as temporary affairs, and when they are not part of a thickly settled district one can not require that they be given all the services demanded in the case of city houses.



WORKINGMEN'S COTTAGES NEAR THE SMELTER

Though such houses are often temporary, there is little excuse for their being insanitary and unattractive in appearance

They should, however, be dry and warm and sanitary, and supplied with adequate and convenient water and toilet facilities. Moreover it would certainly be worth some effort to render them a little more attractive in appearance than the present bare, unsightly structures.

#### CITY PLANNING

City planning is so closely connected with housing that one can scarcely discuss one without mentioning the other. And this is especially true in the case of Springfield where the city seems to have been created by attaching one real estate develop-

## HOUSING IN SPRINGFIELD, ILLINOIS

ment to another without much thought as to what the result would be. The rectangular street system which makes lot platting easiest has been followed consistently, the only radials of consequence being formed by the railroads which cut up every quarter of the city except the southwest. Moreover, even the unrelieved checkerboard street system has apparently not been laid out with the idea that it was to serve a constantly growing city, but mainly with the thought of serving the real estate development then under consideration. Consequently there are



UNNECESSARY WASTE OF STREET

Street width should vary with street function. Roadways on minor residence streets that are too wide are a burden to abutting property both through the original expense and later costs of up-keep

numerous jogs on important streets, probably a convenience to the man who was plotting the acreage and wished to get as many lots as possible, but a perpetual obstacle to traffic. There are, too, a considerable number of dead-end streets, which are sure to become a serious disadvantage as the city grows. On the other hand, there are many streets that are considerably wider than necessary. As streets vary in their function, so they should vary in width and arrangement. Main traffic ways that are too narrow are a serious handicap to a city's business. Minor residence streets that are too wide are a serious burden upon abutting

### THE SPRINGFIELD SURVEY

property, both because of the original expense in laying pavement and of the later up-keep. As it is a blunder to put obstacles in the way of the free movement of business, so it is a blunder to impose needless expense upon the homes.

Definite recommendations as to width and arrangements of streets, block and lot sizes, the relations of the home to parks and playgrounds, as well as to factories and the business district, and other phases of city planning that directly affect housing conditions can not be made in so brief a report as this. The facts are cited here to show the need and urge the importance of a careful study of the local situation aimed at the adoption ultimately of a city plan which will insure economic and orderly growth of a more socially efficient city.

### RECOMMENDATIONS

Experience has shown that no city can expect to get or to keep good housing conditions unless it has and enforces a city ordinance or a state law that sets definite minimum standards below which *no* dwelling is permitted to fall. With this as a basis, efforts to build and manage improved dwellings have a much greater chance of success. Such efforts are now being made in many of our progressive cities and Springfield is likely to feel the contagion before long. But it is to be hoped that the city will first have secured a thoroughgoing housing code, such as that given in Veiller's Model Housing Law\* which has served as the basis for several recently enacted codes.

The responsibility for enforcing a housing code falls upon the health department and the building inspector. The latter must examine all plans for new houses to see that they conform to the requirements of the law, and must inspect them while in course of construction to see that no unauthorized changes are made.

The records of the building department should show how many dwellings of the different classes—one-family, two-family, and multiple (three families or more)—are in existence, and how many are erected each year. Only in this way can Springfield know whether or not it is becoming a tenement-house city.

\*Veiller, Lawrence: A Model Housing Law. New York, Survey Associates, 1914.

## **HOUSING IN SPRINGFIELD, ILLINOIS**

The health department, too, should pass upon the plans at least so far as light, ventilation, and sanitation are concerned. It must then see that the buildings are maintained in a sanitary condition. This means that it must have enough inspectors to make an original inspection of nearly all the dwellings in the city at least once a year. At present, inspections are made chiefly on complaint. This is neither adequate nor fair, as it will sometimes happen that a very insanitary building has no complaints made against it while a much better building, perhaps next door, is frequently complained of. Such procedure not only leads to ill feeling and charges of favoritism, if not of actual corruption, but it fails to accomplish the purpose aimed at, to effectively improve the health conditions of the community.

The regular inspections should include not only privy vaults and wells—inspection of which we hope will some day cease because they no longer exist—but of water-closets and water fixtures, their location, ventilation, adequacy, cleanliness, and construction; size, number, and arrangement of rooms; size, number, and location of windows; drainage, and in multiple dwellings, size, lighting, and arrangement of public halls and the means of egress in case of fire. All these are necessary, as has been shown in the preceding pages, if the people are to be assured of dwellings that are safe and wholesome and have adequate provision for decency and privacy. Of course new buildings that have been erected in conformity with the proposed housing code and old buildings that are recorded as being up to standard need not, unless they have been altered, be inspected so thoroughly as indicated above. With them it is chiefly a question of proper maintenance, and thus after a thorough first inspection of all buildings in the city, it may be possible to handle the work without much increase in the present staff of inspectors.

## **PRESENT POWERS OF CITY GOVERNMENT**

According to the present charter the city government has fairly wide powers, of which it has failed to take full advantage. I quote a few of the sections.

## THE SPRINGFIELD SURVEY

### POWERS OF THE CITY COUNCIL

Sect. 61. To prescribe the thickness, strength and manner of constructing brick and other buildings and constructing fire escapes thereon

Sect. 62. To set fire limits.

Sect. 63. To prevent dangerous construction and condition of chimneys, fireplaces, etc., to regulate and prevent the carrying on of manufactories dangerous in causing and promoting fires, etc.

Sect. 75. To declare what shall be a nuisance and to abate the same; and to impose fines upon parties who may create, continue or suffer nuisances to exist.

Sect. 76. To appoint a board of health and prescribe its powers and duties.

Sect. 78. To do all acts, make all regulations which may be expedient for the promotion of health or the suppression of disease.

Sect. 81. To direct the location and regulate the management and construction of packing houses, renderies, tallow chandleries, bone factories, soap factories and tanneries within the limits of the city or village, and within the distance of one mile without the city or village limits.

Sect. 82. To direct the location and regulate the use and construction of breweries, distilleries, livery stables, blacksmith shops and foundries within the limits of the city or village.

Sect. 83. To prohibit any offensive or unwholesome business or establishment within or within one mile of the limits of the corporation.

Sect. 84. To compel the owner of any grocery, cellar, soap or tallow chandlery, tannery, stable, pigsty, privy, sewer or other unwholesome, or nauseous house or place to cleanse, abate or remove the same, and to regulate the location thereof.

Sections 61, 63, 75, 76, and 78 seem to give powers necessary for the enactment of a fairly good housing code, pending such time as the legislature may increase them or may enact a housing law for all the cities of the state. Sections 81, 82, 83, and 84 give power sufficient to make a beginning at least on a protected residence district ordinance such as Toronto and a number of American cities have enacted, and which should form part of the housing ordinance.

With such ordinances as Springfield is empowered to enact it would no longer be possible for the owner of a tenement

**HOUSING IN SPRINGFIELD, ILLINOIS**



**THE SINGLE FAMILY HOUSE A CIVIC ASSET**  
It is such houses as these that form the basis of good homes and of wholesome, normal family life



**SOME OF THE NEWEST DWELLINGS**  
The housing ideals of the majority of the people of Springfield are far above the requirements of any law. These buildings were being completed in June, 1914

#### THE SPRINGFIELD SURVEY

house to keep it occupied after it had been condemned by the local authorities.

#### HOUSING IDEALS OF SPRINGFIELD

The ideals of the majority of the people of Springfield are far above the requirements of any law. Not only are the more expensive residences near Washington Park typical of the best in the country, but the moderate priced dwellings show that Springfield people desire good homes. The community has to



A SAMPLE OF THE BEST

Some of Springfield's dwellings are typical of the best in the country

guard itself only against a few who through greed, or ignorance, or indifference are ready to sacrifice the general wellbeing for a temporary, personal profit. It can so guard itself only by setting definite minimum standards and saying to its few anti-social members, "So far you may go but no farther." If it fails to do this, bad conditions will obtain a firmer and firmer foothold until they can no longer be dislodged. Then Springfield will be obliged to do as have some of our older cities, --compromise with evil conditions.

SE11

# THE CHARITIES OF SPRINGFIELD, ILLINOIS

A SURVEY UNDER THE DIRECTION OF THE AMERICAN  
ASSOCIATION OF SOCIETIES FOR ORGANIZING CHARITY

FRANCIS H. McLEAN



THE SPRINGFIELD SURVEY  
CHARITIES SECTION

DEPARTMENT OF SURVEYS AND EXHIBITS  
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## TABLE OF CONTENTS

	PAGE
<b>LIST OF ILLUSTRATIONS.....</b>	<b>vii</b>
<b>LIST OF TABLES.....</b>	<b>ix</b>
<b>Introduction.....</b>	<b>i</b>
<b>PART ONE</b>	
<b>THE CHILDREN IN SPRINGFIELD INSTITUTIONS</b>	
BY FLORENCE L. LATTIMORE	
I. Institutional Child-Helping Situation.....	7
II. Functions of the Institution.....	12
III. Institutions as Educational Forces.....	22
IV. Next Steps Forward.....	29
<b>PART TWO</b>	
<b>CARE OF THE SICK</b>	
V. Care of the Sick Outside Their Homes.....	41
<b>PART THREE</b>	
<b>FAMILY DISABILITIES AND TREATMENT</b>	
VI. Factors in the Sub-normal Condition of Families.....	53
VII. Treatment of Disabled Families.....	69
<b>PART FOUR</b>	
<b>SOCIAL AGENCIES DEALING WITH FAMILIES</b>	
VIII. Private Agencies Providing Social Service.....	105
IX. Public Agencies Providing Social Service.....	132
<b>PART FIVE</b>	
<b>SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS</b>	
X. Summary of Conclusions and Recommendations.....	155
<b>APPENDICES</b>	
A. Income, Expenditure, and Number of Children in Care, for Four Children's Institutions, Springfield, 1913.....	167

TABLE OF CONTENTS

	PAGE
B. Movement and Classification of Population in Four Institutions for Children, Springfield.....	168
C. Blank Form Used in Summarizing Family Records of Springfield Social Agencies.....	169
D. Springfield Societies and Social Agencies.....	170
E. Comparison of Food Costs per Family per Day for Two Days. New York and Springfield.....	173
F. Fiscal Consideration with Relation to Private Agencies .....	174
G. Material Relief in Springfield.....	178
INDEX.....	179

## LIST OF ILLUSTRATIONS

	PAGE
Home for the Friendless, Springfield.....	10
Springfield Redemption Home.....	16
Fire Hazards, Springfield Home for the Friendless.....	24
A Children's Home on the Cottage Plan.....	37
At the Sangamon County Poor Farm.....	46
Sangamon County Jail Annex, Springfield.....	49
Size and Extent of the Charities Problem (Map).....	58
Modern Charity. Panel from Exhibit, Charity Organization Department, Russell Sage Foundation.....	71
Charity and Springfield Housing.....	109
For Better Co-operative Effort. Panel from Exhibit, Charity Organization Department, Russell Sage Foundation.....	114
King's Daughters Home for the Aged.....	129



## LIST OF TABLES

	<b>PAGE</b>
1. Number of different agencies to which individual families were known	60
2. Families treated during 1913 by 36 Springfield agencies.....	60
3. Families having each specified number of disabilities.....	63
4. Nature of disabilities recorded singly or in combination among 1,436 families.....	65
5. Combinations of disabilities recorded for 169 individual families having more than one disability.....	67
6. Reasons given for 94 of the absences from School. Springfield, 1913..	92
7. Status, as shown by court record, of 28 cases of non-support. Springfield, 1913.....	94
8. Differences in food prices for identical menu between New York, 1909, and Springfield, 1913.....	99
9. Status and sex of inmates of the Sangamon County Almshouse, April, 1914.....	132
10. Expenditures for outdoor relief and for general relief purposes by overseer of poor for Capital Township. December, 1912, to November, 1913, inclusive.....	139
11. Material relief given by overseer of poor, Capital Township, Illinois, 1913.....	141
12. Income, expenditure, and number of children in care, for four children's institutions. Springfield, 1913.....	167
13. Movement of population in four institutions for children. Springfield, Illinois.....	168
14. Population of four institutions, classified by sex.....	168
15. Comparison of food cost per family per day for two days. New York, 1909, and Springfield, 1913.....	173
16. Amounts, including memberships, given to private social agencies in individual contributors, Springfield, 1913.....	174
17. Contributor classified by number of agencies to which they contributed Springfield, 1913.....	175
18. Income and sources of income of certain agencies. Springfield, 1913	176
19. Material relief given by Springfield agencies during 1913.....	178



## INTRODUCTION

### SPRINGFIELD AND THE CHARITIES SURVEY

Off hand, Springfield would seem to be a city of such economic good fortune as to keep family or individual distress and dependency at the very minimum. The city lies in a region of rich natural endowments. A bed of soft coal averaging over five feet in thickness underlies an extensive surrounding territory; and mining has been carried on in Sangamon County, of which Springfield is the county seat, for upwards of fifty years. In 1912 the county's output reached over 5,000,000 tons. And at the surface a stratum of soil of the fertile quality characteristic of other parts of the great Corn Belt is spread out over low hills and slopes that are well adapted to farming.

Springfield has the advantage also of good railroad facilities, six steam lines coming in from as many directions, and the city is a commercial center of importance. As state capital, employment in the government offices is afforded a considerable number of people. Another economic asset is found in industrial activities ranking near the average for cities of Springfield's size. Of something over 22,000 persons employed in gainful occupations in 1910, about 30 per cent were engaged in manufacturing and mechanical industries, including the building and garment trades.

The city has a high proportion of native-born residents, 81 per cent of its 52,000 inhabitants in 1910 being American-born whites. Native-born Negroes made up 6 per cent more. It is a city of single family houses, the multiple dwelling having appeared only in a few parts of town; and the per capita wealth among cities of similar size is comparatively high.

Notwithstanding these bases and indications of general well-being, many of the unwholesome living conditions of the congested and poorer neighborhoods of large cities, and all their

## THE SPRINGFIELD SURVEY

unfavorable results, find duplication here. This was known to the group of Springfield citizens who invited the survey and gave their backing to it. Their conviction that something needed to be done was thoroughly borne out by facts brought to light as the survey progressed, among other things being the discovery that 1,764 Springfield families in 1913 received some kind of charitable service from public or private organizations. It is believed that such conditions in a city like Springfield are unnecessary, and that they are or will very soon become quite inexcusable.

The ends aimed at in the Charities Survey were four:

1. To discover as definitely as possible the size and character of the charity problem of the city, and determine what portions of the field of charitable work are being covered and what, because not covered, show need of community action.
2. To suggest, in order to fill these gaps, both new methods of work and new work for individual charitable organizations.
3. To suggest a possible new division of work among the organizations, public and private, and their better co-operation, in so far as such suggestions seem to be indicated by their present procedure.
4. To indicate such lines of action by organizations and the community as aim at the removal, or improvement, at least, of the conditions which disorganize family life.

Along with and back of these specific purposes was also the general purpose of revealing any lack there might be in the community's appreciation of what human life has to contend with in Springfield. This is more easily overlooked by busy men and women who have found their own right place in the world than any other one thing.

### METHOD IN GENERAL

To reach these ends it was thought best to split the general problem of dependency and the consequent need of charitable effort into four main parts. These do not correspond to the four aims of the survey indicated above. Instead, the plan of the Charities Survey provided for keeping in mind its four general

## CHARITIES OF SPRINGFIELD

ends in each of the four divisions of the study. These divisions are as follows:

First, children in Springfield institutions; second, the care of the indigent sick; third, disabilities which lead to the disorganization of family life; and fourth, the philanthropic and social agencies dealing with families. In addition the survey gave some attention to the general problem of financing the local charity work.

In general terms, its method of investigation comprised personal visits to and examination of Springfield charitable institutions and organizations while in operation, a study of the general records of these institutions, a compilation and analysis of the case records of some 36 of the 47 local charitable agencies, a more detailed study of a few illustrative cases of dependency, and consideration of certain general conditions in the city which were related to its charity situation. The methods are described in more detail as the findings are presented.

The field work of the survey was done during April and May, 1914. The year 1913 was used for the studies involving the use of records for a considerable period.

### SURVEY STAFF

The staff consisted of Francis H. McLean, general secretary of the American Association of Societies for Organizing Charity; Miss Florence L. Lattimore, associate director of the Department of Child Helping, Russell Sage Foundation; Miss Caroline Bedford, assistant to the director of the Charity Organization Department, Russell Sage Foundation. Miss Margaret Bergen, associate secretary of the American Association of Societies for Organizing Charity, also contributed a few days' service.

Miss Lattimore's contribution was the survey of the four children's institutions in Springfield, and her findings are presented in Part One of this volume.

### ACKNOWLEDGMENT

In addition the Charities Survey received most valuable aid through the copying of records and other clerical assistance from the many Springfield volunteer workers whose names

#### THE SPRINGFIELD SURVEY

appear in the lists on the back cover of this report. It is only by reason of their helpful services that the general registration of families known to social agencies in 1913 was made possible. Nor does this comprise the full extent of their contributions.

The survey is also specially indebted to the members of the sub-committee on charities of the general survey committee, as well as to the chairman of the general committee and the chairman of the sub-committee on volunteer workers, for advice and assistance during all stages of the inquiry.

**PART ONE**  
**THE CHILDREN IN SPRINGFIELD**  
**INSTITUTIONS**  
**BY FLORENCE L. LATTIMORE**



# I

## THE INSTITUTIONAL CHILD-HELPING SITUATION

The dependent children of Springfield are for the most part products of ill-adjusted community life. They are indices to local conditions, which have served in the past and are now serving to weaken and break up homes—particularly homes of wage-earners and people of small means; they point straight to conditions which unless changed will continue to take their toll in families and children reduced to unfortunate and abnormal dependency. We say “dependent” children because unlike delinquents they have been thrown on charity by difficulties which are primarily due, not to personal handicaps, but to situations in which their parents have in some way or other become involved.

Back of the first dependent children for whom Springfield made organized provision was the Civil War. They came straggling over from Arkansas in '63, hungry, ragged and tired, led by a few women refugees. To meet their needs the Home for the Friendless sprang into being and has continued ever since as the chief child-caring agency of the city for boys and girls from babyhood up to fourteen years or more.

Three other institutional agencies followed it. In 1881 came the Orphanage of the Holy Child, an Episcopal institution receiving needy girls between the ages of three and nine, keeping them until they become eighteen. In 1898 a colored woman with a missionary spirit started the Lincoln Colored Home, which takes Negro boys and girls from two to six years and discharges them according to opportunity. The next provision was the Springfield Redemption Home, organized in 1911 by two mission workers. It takes dependent children and erring girls, keeping them as long as they need the institution.

Practically all the dependent children from Sangamon County and Springfield are cared for by these four agencies, although other dependents are found in the detention home, operated by

#### THE SPRINGFIELD SURVEY

the juvenile court, and unfortunately a few are held temporarily in the county jail annex.\* Occasionally, also, a dependent child is handled by the Humane Society and placed by it in a foster home. Some work for Catholic children is done by the priests who place them in families without official reporting or send them to the Roman Catholic Orphanage at Alton. In 1913 six dependent Catholic children were sent from Springfield to this Alton institution. However, all efforts except those made by the institutions mentioned are scattering and the facts regarding them are not available for study.

Each of the institutions is chartered for placing children out in families, and all of them make use of foster homes with the exception of the Orphanage of the Holy Child.

To this nucleus of four institutional agencies we must look for information concerning the dependent children as well as to find out the present methods of work. That child dependency is a live issue in Springfield is shown by the fact that one out of approximately every 380 inhabitants is in one or other of these institutions. In 1913 there were 318 inmates and an average daily population of 140. Those in charge state that most of these children came from Springfield itself or from the district immediately about it.

Although these figures may not at first glance seem large, still as a matter of fact the institutional presence of 140 children a day was just as significant for 1913 as the group of war refugees was for 1863—perhaps more so. Like those in the original group, every one of these children was a refugee from some kind of danger which had struck at the foundations of his home, and a continuous study of these dangers with a campaign of prevention in view is as equally patriotic a duty as providing for the original refugees from war.

#### INFORMATION AND RECORDS INADEQUATE

But essential to such a continuous study and campaign aimed at a better understanding of conditions leading to dependency

\* For full statement of the number of dependent children, and length of time held in the detention home and the county jail annex, see companion report, Potter, Zenas L.: *The Correctional System of Springfield, Illinois*, pp. 98-109. (*The Springfield Survey*.)

#### CHARITIES OF SPRINGFIELD

among children of Springfield, is provision for obtaining and recording adequately the pertinent facts of each child's case. The data from which lessons may be drawn in Springfield are not only not in print but the facts themselves are for the most part lacking. Two out of these four institutions publish reports which state their financial operations and the movement of population, together with miscellaneous items about special happenings during the year. The Department of Visitation of Children Placed in Family Homes of the State Board of Administration prints very valuable reports covering all the child-caring agencies in the state, with standardized tables on finances and on the movement of population classified by age and sex. It also gives classified comments on the condition and administration of the institution plants, but none of this material reveals anything concerning the problems of child dependency or the way these institutions function in relation to them.

The cost of operating these institutions and their movements of population are tabulated in Appendices A and B, pages 167-8, of this volume. The financial statement shows that expenditures for one year (1913) were nearly \$15,000 (\$14,721). Although at first glance this figure does not seem high, the size of the city must constantly be borne in mind to avoid a false first impression. If the yearly expense were distributed among the population, every man, woman, and child would be paying more than 26 cents apiece towards it; and this must not be taken to mean that the institutions are managed extravagantly. A study of their expenditures shows that they are carried on not only with extreme care and economy, but that they spend much too little to make possible the highest standards of work. The per capita current expenses for the year ranged from \$90 to \$110. The per capita expenses of standard children's institutions elsewhere range from \$150 to \$200 and over.

The movement of population shows that there was a wholesome outgo of children; that many of them were given but brief institutional care and were then discharged. Most of those transferred to other organizations were returned to the juvenile court which had committed them to the institutions in the first place. More were returned to parents or relatives than were placed out

#### THE SPRINGFIELD SURVEY

in foster homes, and but 12 died. All of these deaths were in the Springfield Redemption Home, which always has a large proportion of babies among its inmates.

Back of these suggestive facts we may not go. There are practically no records which will tell us why the children were dependent, what manner of children they were, how they developed under the care of the institution, or what became of them after they were discharged.



HOME FOR THE FRIENDLESS, SPRINGFIELD

The institution deals only with children—dependents and high-grade defectives. It receives children for institutional care, placing out, or boarding at the expense of guardians. At the time of the survey there were 90 children in the home.

Some very good forms of record cards have been adopted by all of the four institutions,\* but the information called for has been but meagerly filled in. The entries are so fragmentary and unsystematic as to be useless. Important information about one case is frequently scattered among five or six different persons, no one of whom knows all the facts in possession of the others.

Not only is this true for children coming directly to the insti-

\* The forms of record cards are those recommended by the county board of visitors of Cook County, Illinois, in 1912.

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#### CHARITIES OF SPRINGFIELD

tutions, but for some of the children placed under the permanent guardianship of these agencies by the juvenile court the institutions have no information at all, although investigations have been made by the probation officers. Sometimes an institution receives a child without any knowledge of his antecedents; and without finding out his history or the changes that may have taken place in his own family during the period while the child was in the institution, the managers proceed to place him out in a foster home.

In consequence one is not only prevented from studying the social forces which play upon these children but is unable to make any comparison of the work done by the different institutions. The records do not reveal how many of them were orphaned, half-orphaned, or had both parents living. It took the secretary of the Home for the Friendless ten hours of hard "digging" to discover from the records for 1913 the civil condition of the children. Yet the results of this search showed up a most significant situation. Out of 173 children cared for in 1913, 65, or 38 per cent, had both parents living. The secretary stated that the home investigations made by the managers were not always pushed to the proof of the civil condition; but the records indicate that 47, or 27 per cent, had fathers living; 44, or 25 per cent, had mothers living; and only 16, or 9 per cent, were whole orphans. Of one child nothing was known.

It is certainly ground for inquiry that 65 out of 173 children who had both parents living were cared for in the institution. It would be useful among other things to know how far the problems back of these children were bound up with industrial or other economic conditions, but the failure to record the wages and occupations of the parents conceals such facts. That a number of the children were boarded at the institution means nothing in itself, since investigations elsewhere have shown that parents living below the poverty line often pay for their children. The first step obviously is a greater emphasis upon gathering adequate information on each child's case, recording it, and using the record in the important program of prevention of future child dependency.

## II

### FUNCTIONS OF THE INSTITUTIONS

Although the chief function of children's institutions is the physical care of their wards, yet it should never be forgotten that the institutions have other obligations which are more or less bound up with this chief responsibility. They should after searching inquiry limit their work strictly to those who cannot be better cared for in their own homes or in foster homes; to provide those who do need the institution with the specific care which the condition of the individual child calls for; and to see that institutional care is not given beyond the time when the child actually requires it, but that normal developmental life is provided, under supervision, at the earliest possible moment. Even when the children go back to their own homes it is the duty of the institutions to make sure that all is well with them and that future dependency is prevented.

#### ADMISSION AND DISCHARGE

Important in the work of the institutions toward the placing of children again in good family surroundings are the matters of admission and discharge. Each institution has certain rules of its own in these regards. Briefly stated, the Lincoln Colored Home takes any colored child in need whether dependent, delinquent, or defective, provided he is old enough not to require special attendance. Often the jailer sends word about colored children who have been arrested and the superintendent takes them to the institution. No board money is received for these children but the county pays the institution a lump sum for work done.

While in the home those who are old enough are sent to the Lincoln School. The superintendent discharges these children as soon as possible by returning them to their homes, by placing

#### CHARITIES OF SPRINGFIELD

them out in foster homes in Springfield, or by their going to work. As an emergency station this institution does a much needed work and the story of many a colored waif lays bare the crying and neglected social needs of the colored citizens.

The Orphanage of the Holy Child receives only normal dependent girls who are presumably whole orphans. It requires full surrender of them by relatives and keeps the girls until they are of age.\* This means that the institution stands ready to give from nine to fifteen years of institutional care to each of these children. Children of divorced parents are never admitted. All children are taken free and whatever is paid in by relatives is regarded as a contribution to the work and not as board money. This is the only one of the four institutions which does not receive public funds. The children go to the public school.

The Springfield Home for the Friendless gives temporary care to dependents and sometimes takes high-grade defectives from the court. Relinquishment by the parents is not required, although if the investigation shows that the parents are unfit, a legal guardianship is secured. Children are often boarded in this institution by relatives or friends for \$1.00 a week or \$5.00 a month, or by the county at 25 cents per day. They are sent out to the Stuart School while living in the institution, but it is the policy of the managers to discharge them as soon as possible by returning them to their own homes or by placing them out; and great care is taken to avoid keeping children in the institution if other arrangements can be made.

The Springfield Redemption Home takes only rescue cases and such dependent children who will not be received anywhere else. They come voluntarily or through the courts. A charge of \$50 is made for each maternity case and if the girl has not this amount she may stay in the institution and work it out. This sum hardly meets the cost of maintenance, but it has been found wise to impose it in order to keep the girls with their babies for a long enough time to establish a sense of responsibility. Many girls are discharged through marriages arranged by the superintendent and as domestics in private families where they go to work with their babies.

\* Girls reach their majority in Illinois at the age of eighteen years.

#### THE SPRINGFIELD SURVEY

Although the rules covering admission and discharge are different in each institution, the same principles of investigation and treatment apply to them all. Every application for institutional care of a child necessarily involves important policies not only with regard to the child in question but also with regard to his entire family. The institution must see that even those children who are not found to be eligible to it and are rejected are provided for by some other means.

In Springfield decisions as to which children shall be admitted to the institutions are generally made in one of two ways. In the Home for the Friendless a verbal report is given to the executive committee by two managers appointed to visit the applicant's home. After a discussion of the case the question is decided by vote. Rejected cases are often directed elsewhere.

In the three other institutions the decision is made by the chief executive, who is responsible also for the investigation. There is no special system about referring rejected families. If the child is found to be "an institution case" under the rules arrangements are made for admission.

Sometimes when poverty seems to play an important part in the application the Associated Charities is asked to make the investigation and to advise the institution as to what course it should pursue. Occasionally cases that are found to be legally involved are referred to the State Department of Visitation, which handles them merely because no local organization is prepared to prosecute.

For some cases a great deal of vital information is gathered by the institution authorities and again one will find a child received on the face value of a story told at the institution by the applicant. Obviously this work is very uneven and must inevitably lead to irregular social results.

#### DEPENDENTS IN THE DETENTION HOME

One other institution needs to be noted in this connection. Although established for detention of delinquent children, the Springfield Detention Home has been used much more as a place to hold children who are merely in need of shelter. From June, 1912, when the detention home was established, up to April,

#### CHARITIES OF SPRINGFIELD

1914, the time of this investigation, 50 children had been detained, and 42 of these were classed as dependents. Twenty-two were boys and 20 were girls, the ages ranging from three months to seventeen years. These children were held pending disposition by the court; and although the law provides that children may be committed to the home only "temporarily," Mr. Potter\* found in his study of the home that between June, 1912, and April, 1914, 11 dependent children—seven boys and four girls—had been held more than 50 days each. In fact, five of these boys were each held 100 days—in this home where delinquent children were also being confined.

This method of caring for children awaiting disposition by the court is to be thoroughly condemned. Dependent and delinquent children should not be housed in the same institution, particularly when it is impossible, as has been the case in the detention home, to take care of them separately.

Under present circumstances the best solution would seem to be to make arrangements for holding these children temporarily in the Home for the Friendless while awaiting the action of the juvenile court. To do this it would be necessary that the home provide special isolation rooms in which children—particularly those to be taken in on short notice—could be kept until they have had thorough physical examinations before admission to the regular group. In this way the rule of the home requiring physical examination before admission would not be infringed upon, nor the health of children in the home put in danger. This service would be quite within the regular functions of the home, and would relieve the present unfortunate situation in which delinquent and dependent children are held without classification in the same detention place, and the still more serious practice of detaining poor children in the county jail annex.

#### FINDING HOMES FOR CHILDREN

The placing-out method has always been strongly approved in Springfield, and it would be used far more than it now is if there

\* For detailed statement of period of detention of dependent children in the detention home, together with a description of the home, see Potter, *op. cit.*, pp. 103-197.

#### THE SPRINGFIELD SURVEY

were a specialized local agency to develop it. All of the institutions except the Home for the Friendless lack facilities for placing-out work and yet, although the Illinois Children's Home and Aid Society\* would gladly do this for them, the institutions prefer to place out their children themselves.

Of great present value and of far greater potential value is the protection given to placed-out children by the State Department of Visitation which was organized to correct abuses reported in



SPRINGFIELD REDEMPTION HOME

An institution for rescue cases and such dependent children as will not be received anywhere else. The number being cared for at the time of the survey was 39, about half being made up of erring girls, and the other half of babies and young children

foster homes. The state agent says he sends trained workers to foster homes reported to the department at least once a year and sometimes oftener. Copies of the visitors' reports are sent to the agencies responsible for the placement, and if conditions are not approved by the Department of Visitation the child's re-

\* In May, 1914, the Illinois Children's Home and Aid Society had but seven children under supervision in Sangamon County and only one of these had been placed there in 1913. Within the past five years only one child had been placed in this county by any of the eight agencies from outside the state which are authorized to place out children in Illinois.

## **CHARITIES OF SPRINGFIELD**

moval may be demanded. Should the situation warrant it the state agent is authorized to remove the child immediately from a foster home and charge the expense of the removal to the institution. This, however, practically never happens and the state agent reports that the institutions are using greater care each year.

Strangely enough the children returned to parents and relatives do not share the protection given to children who are placed in foster homes. Over them the State Department of Visitation has no power. Neither do the institutions usually consider it their obligation or their right to re-investigate the families even at the time when discharge is being considered or to supervise a child after he has returned to his own home. But the scope of an institution's service is larger than just feeding and housing a child while he is in the institution. It lies also in his establishment in wholesome family life whether the family is his own or that of a foster parent, and in this kind of work the Springfield institutions have considerable progress to make.

## **VALUE OF ORGANIZED EFFORT**

To indicate in actual community results somewhat of the possibilities and limitations of the present provision for these children, and to show that personal service, indispensable though it is, must be expressed by organized effort as well as by skilled individual work, a few case histories are here summarized. They were gathered by the writer with the co-operation of the Home for the Friendless.

The first case shows how patient and tactful work on the part of a manager, and co-operation with a medical specialist, averted a tragedy and held a home together.

### **I. The family was not known to the Associated Charities.**

Upon investigating the home after application had been made for the child's care, the managers of the institution found a mother on the verge of insanity and unable to keep house for her hardworking husband. The institution took the child as a boarder in order to preserve the parents' self-respect. It encouraged the mother to stay with relatives and rest while under treatment from an alienist. When able to resume her family responsibilities the husband took her to a little new house he had built. The family

#### THE SPRINGFIELD SURVEY

was reunited. There the writer found them; the children strong and rosy, the mother gratified at living "in the finest house on the block." However, she was not yet entirely well and still needed and received the continued interest of the institution and the physician.

The second case shows how insufficient investigation and follow-up work resulted in a possible loss of all permanent value from the institution's work.

##### II. The family was not known to the Associated Charities.

A young mother put her children in the institution because her husband's leg had been injured when a train jumped the track at a crossing, and she had to work while he was in the hospital. When the hospital sent him home the mother gave up her position and took the children back. When the writer visited the home she found matters at a crisis. The father could find no opening in his former line of work as teamster and had discovered that the accident had limited the number of other kinds of work he could do. In despair he had just gone to a disreputable lawyer in an effort to collect damages from the railroad. The lawyer said it was so long since the accident had occurred that he doubted whether he could get any witnesses.

With five attorneys on its staff the institution from which the children were returned had not thought of this aspect of the case as part of its social responsibility and it had not seen to it that the family fortunes were re-established upon a sound basis before sending the children home.

The third case shows a complex situation in which a whole set of community problems undiscovered by the institution had been lessening the chances of family rehabilitation while the institution cared for the children. Moreover the problems were those with which many other families were struggling, and broad community treatment was needed as well as immediate personal help for this particular mother.

##### III. The family was not known to the Associated Charities.

Mrs. A. put her four-year-old girl and six-weeks-old baby to board in the institution at \$10 a month. Her given reason was that she had been divorced from her husband and had to go to work. The institution felt that it was helping her in the best possible way and the mother was delighted at the treatment which the children were receiving. It seems, however, that the husband was under court orders to pay her \$10 a month alimony but in

#### CHARITIES OF SPRINGFIELD

this he had lapsed. Twice he had been arrested for contempt of court, yet no money had been forthcoming. Although the mother had undergone a serious surgical operation three weeks before putting the children in the institution, she took a position as dish-washer in a restaurant. Here she worked for twelve hours a day standing, and lifting trays of dishes weighing from 50 to 75 pounds. The room was hot and she often thought that she would faint from the heat and strain. Later she was transferred to potato peeling, at \$5.00 a week and meals, working from 6:30 a. m. until 8 p. m. seven days a week, with one hour off for each meal and free time from two to five; but this she seldom took because she felt that she was slow. Here the visitor found her. Financially she was not getting ahead because she paid \$10 a month to the institution and required the balance for clothes for herself and the children. She lived with her mother rent free.

Considering that the need for the institution's care was in reality due to a defect in the court proceedings, against which a strong protest should have been entered, and that the institution was permitting this good mother to work under conditions which were dangerous to health in order to earn money to pay the children's board, it was hardly discharging its social obligation.

The fourth case shows a still more complex situation in which the institution tossed back into the community a source of contamination which it would not itself treat.

#### IV. The family was not known to the Associated Charities.

A certain mother put her one-year-old baby to board in the institution at \$5.00 a month because, so the record ran, she "had been deserted by the father" and had no one to care for the child. Although the examining physician at the institution had thought the child all right, it was found to be diseased and was returned the day after its admission with the recommendation that it be sent to a hospital. Nothing more was known of this case at the institution.

The writer's inquiry revealed the fact that this mother was a young woman who had married a much older man living in a nearby town. They did not get on well and the wife took the baby and left for Springfield, where she hoped to get work. But nobody wanted a baby around and the young mother put the child in the institution at the rate of \$1.00 a week. The next day she obtained work in a shoe factory at \$5.00 a week. When she reached home that night she found that the baby had been returned by the institution because it was distressingly ill with syphilis. She appealed to the city doctor who prescribed for the baby, but it could not be received at a hos-

#### THE SPRINGFIELD SURVEY

pital. She tried to care for it and do her work at the same time, but this was impossible. She gave up her position at the factory and appealed to the Redemption Home, which finally took her in because the baby was badly undernourished and the mother could not nurse it and work at the same time. After an inquiry into the situation, the manager brought about a reconciliation between the husband and wife and according to latest reports all was going well, although the baby was still in a critical condition.

This case fairly bristles with opportunities for both individual and community service. The critical situation in the young woman's home, her need of advice and direction with regard to her course, the institution's acceptance of the child without definite information about the needs and possibilities of the family or a thorough physical examination of the baby, the fact that the baby was being breast fed at the time of application, that the mother was obliged to wean it in order to go to work, her acceptance of less than a living wage, the fact that there was no place in Springfield where a syphilitic baby could receive hospital treatment; all of these combated her grit and perseverance in trying to keep her child.

These cases indicate that the institutions offer at best but a partial and often haphazard treatment for the troubles which lead to application for their care of children; they show opportunities not yet grasped—the more urgent because often exclusively theirs—which could be worked out through organized co-operation and a definite community program of child welfare.

#### DEPENDENT CHILDREN OUTSIDE THE INSTITUTIONS

But a child welfare program should not limit itself to those children who have come to the attention of the institutions. Equal protection should be extended to others. For instance, there is conspicuous social leakage in the work of the county courts in all parts of the state which allow children to be given out for adoption without special investigation of the motives or character of those who give and those who take.

In 1913 ten children were given out for adoption by the county court of Sangamon County. The age, sex, and reason for adoption as stated by the court records are as follows:

#### CHARITIES OF SPRINGFIELD

Boy aged one year; mother dead and father living.  
Girl aged one year; parents unknown. Guardian consents.  
Boy aged two years; mother living. (Father not mentioned in court record.)  
Boy aged three years; mother unable to support child. Father dead.  
Girl aged three years (known to the Home for the Friendless).  
Girl aged five years; mother dead, father living.  
Boy aged five years; father dead. Child adopted by aunt and uncle because "mother unable to support and educate it."  
Girl aged seven years; father dead, mother living.  
Girl aged twelve years; parents divorced. Mother abandoned the child.  
Boy aged three years; mother remarried and child was adopted by his stepfather.

What about the mothers who were "unable to support" their children? What about these other parents and the probable brothers and sisters of the children given out for adoption?

That more investigation is needed than the testimony given by interested persons at the time of the hearing is shown by the following situation recently discovered by mere accident. A very young baby was given for adoption in this court to a woman who belonged to a notoriously immoral family. The woman herself was in an advanced stage of tuberculosis and under treatment at the tuberculosis dispensary at the time the baby was given her by adoption.

The regulation of maternity homes and the accurate registration of births are also matters to be included in a child welfare program.\*

The obvious conclusion to be drawn in this connection is that the work of the Springfield institutions, except in the Redemption Home, is chiefly custodial until some turn in affairs or some applicant from a would-be foster home leads to a child's discharge. As is shown in the table of Movement of Population (Appendix B, page 168), the children were discharged to parents or relatives, to foster homes for free care, to work for wages, or were transferred to other organizations.†

\* For a discussion of the birth registration and the midwife situation in Springfield, see companion report, Schneider, Franz, Jr.: Public Health in Springfield, Illinois, pp. 14-23. (The Springfield Survey.)

† As the State Department of Visitation uses the term, "placing-out" work does not include children placed or replaced with parents or other relatives except in special instances.

### III

## THE INSTITUTIONS AS EDUCATIONAL FORCES

### THE INSTITUTION STAFFS

Once admitted to the institution, what preparation and equipment are found by these miscellaneous groups who are nearly always somewhat below par in health and very much below par in education and general training? The actual work of bringing these wards up to standard is chiefly in the hands of the institution workers. As is obvious, much skill and much social knowledge are needed by those who are expected to do this work. Yet none of the chief executives of the Springfield institutions has had such training as will enable her to handle to best advantage the difficult tasks encountered. None of them has had a chance to qualify for the social aspects of their duties; neither are they adequate in numbers or adequately paid.\*

The Lincoln Colored Home has a colored superintendent who receives her living and incidental expenses, but no salary; and a practical cook who is on small wages. At the Orphanage of the Holy Child the only employe is the superintendent, whose salary is nominal. The Springfield Home for the Friendless, which has the most complex administrative problem of all, has a superintendent whose salary is entirely inadequate for such a position, three "nurses" who are in reality mere housemaids, a seamstress, a mender, a cook, a laundress, and a man for general work. One of the employees has charge of about 50 boys, one has 20 older girls, and another cares for 20 little children under five years of age. As has been said, the question of admission and discharge is attended to by a committee of the managers who employ a placing-out agent occasionally to investigate and supervise the country homes. They do the city work themselves.

\* As this report goes to press the Home for the Friendless is taking definite steps to develop its placing-out work under competent supervision.

#### CHARITIES OF SPRINGFIELD

At the Rescue Home the staff consists of the manager, who is the founder, an assistant, a matron, a kindergartner, and a non-resident man superintendent, the husband of the manager. No one of these workers is regularly salaried. Those living at the home receive maintenance and "pin money." The work in this home, combining as it does maternity and nursery work, calls for a highly trained staff which the finances of the institution at the time of the survey had not yet enabled it to procure.

But regardless of the qualifications of these workers we find that the highest standards of child protection and care are made quite impossible, in some respects, by certain crippling defects in the buildings themselves. Two of the institution plants—the Lincoln Colored Home and the Orphanage of the Holy Child—are new. The Home for the Friendless occupies an old building to which an annex and dining room wing have been added in recent years. In the old part we naturally find many architectural handicaps that have not been repeated in the new.

#### PROTECTION AGAINST FIRE

It is a startling fact that among these four institutions there is but one, the Orphanage of the Holy Child, in which there is not undue daily risk of loss of life by fire. Its protection lies in the excellent arrangement of front and rear stairways and its wide and accessible balconies on the dormitory floor. Although the risk of life is reduced to the minimum, there is no internal equipment to prevent property loss.

The danger in the Lincoln Colored Home is due not only to the arrangement of the stairway, but to the fact that the institution is overcrowded. If fire broke out at night it would be almost impossible to rescue three old ladies who at the time the home was visited slept in the room which is reached only from the boys' dormitory.

The menace of the two other institutions is still greater. The Home for the Friendless relies entirely upon exterior escapes. These are of good stair variety above the second floor, but from the second to the first floor there are vertical ladders which have rungs so far apart and stop so far short of the ground that the little children cannot safely use them. Even an adult

#### THE SPRINGFIELD SURVEY

would have to swing by both hands and drop. When such escapes as these are wet or covered with ice they are highly impracticable. The situation was made more serious by the fact that the screen in a window which would be the one exit for children sleeping on the top floor of one of the buildings when the inspection was made, was actually nailed in. Two scrubbing pails were the only fire-fighting apparatus the superintendent could suggest when asked what could be used to put out a possible



Showing the distance, in case of fire alarm, that small boys must drop from fire-escape to the ground



One of the largest boys in the institution—afraid to drop

FIRE HAZARDS, SPRINGFIELD HOME FOR THE FRIENDLESS  
MAY, 1914

fire, and both of these had been taken to another part of the building by the cleaner.

This exposure of child life is in striking contrast to the constitutional provision for protection of the scantily kept records in fireproof safes and vaults. The managers had given attention to fire protection and had followed expert advice in buying the fire-escapes, but the situation was still a dangerous one.

#### **CHARITIES OF SPRINGFIELD**

The fire dangers at the Redemption Home are due to the over-crowding of the house to such an extent that an attic, reached by a narrow stairway, has been pressed into service as a dormitory. The danger has been pointed out by the fire officials and is recognized by the management, but as yet no means of remedying the situation have been discovered. The only way of making this top floor perfectly safe is to abandon it.

#### **HEALTH PROTECTION**

Such variations were found not only in fire protection but in protecting the children from disease. As we have said, all the institutions except the Redemption Home insist that the children be in good general health at entrance. All have medical service at their command. All state that acute illnesses are rare. The institution managers have shown an unusual interest in the physical condition of the children and active measures are taken to secure treatment when the need is pointed out. Yet, in spite of this concern, the health conditions are by no means what they should be. The certificates of the examining physicians are in reality mere passports for a child's entrance and are not regarded as serious records of his physical condition or needs; and once in the institution the child is not re-examined unless he shows special signs of illness. There are no routine examinations to find out how the child is developing or to catch physical defects in the incipient stages. Although a great deal of medical service is rendered, much more is needed. There is obvious need of more dental work. Out of 20 institution children inspected by the writer, 19 had carious teeth which were receiving no treatment.

In the light of the experience of other institutions there should be routine mental and physical examinations of all these children and comparable records of conditions found. Without these it is impossible to adapt institution life to the needs of the little inmates, and to make it the true means to a social end. Mental and physical examinations following first class home investigations should precede whatever training or educational work may be carried on. The body and mind must be built up and made ready for the part the child is to take in the world. The training needed is for normal life happily and usefully lived.

#### THE SPRINGFIELD SURVEY

A very great difference is found between the standards of personal hygiene, which have so much to do with maintaining the health of well children and with bringing back to normal conditions children who are not positively well. The standards swing from the excellent equipment and careful training at the Orphanage of the Holy Child, where each girl has a bed to herself and such other facilities and drill as are found in a well-ordered family home, to the Redemption Home where adverse conditions of plant and overcrowding checkmate even the most determined administrative efforts made to achieve high standards; to the Lincoln Colored Home, where modern equipment is rendered inadequate and proper standards are impossible because of its overcrowding with boys and girls of such wide range in age; and to the Home for the Friendless, where defects of plant and of administration combine in creating a generally unsatisfactory situation.

Likewise in the question of diet and the service of food which are such important elements in health, far extremes of standards are discovered. In every detail of the daily life we find similar variations. It must be remembered that all these points are matters of educational importance as well as of health for the wards who are all in especial need of influences which are educative at every point. Their training for hygiene in home life is of the greatest moment when one considers the limitations and menaces of their futures.

#### EDUCATIONAL WORK

That many of them need special help in school work is clear. Although some of the children are known to be mentally defective, it is equally certain that there are other merely backward children who have lacked opportunities for ordinary progress. There is provision on the institutional record blanks for noting "apparent mentality; average, backward, feeble-minded, idiotic," but this is rarely filled out, and when it is the information throws no light whatever upon the situation because it does not represent scientific findings. A study of the school records of children in the Home for the Friendless for the year 1913 to 1914 shows that more than one-half of the 50 children sent to the Stuart School were to be classed as retarded, as against less than one-quarter

## CHARITIES OF SPRINGFIELD

of the general school population. Dr. Treadway examined the children in the home in April, 1914, and found one child mentally defective and another belonging to that group generally described as "psychopathic children."\* Such facts as these it is of utmost importance for child-caring agencies to know in making plans for their wards.†

In no respect have these institutions made educational forces of themselves. Domestic science, manual work, and the crafts have not been introduced. And the daily work of the households themselves cannot be utilized for true industrial training. Although the Home for the Friendless has a yard the size of a city block with truck garden and chicken runs, these have not been turned to account in the education of the children. The other institutions have such small yard space that opportunities for garden work are seriously limited, but if there were trained direction and leadership much intensive work might be done even with these.

### RECREATION NEEDS

The same lack of development is found in recreational facilities. There are indoor play rooms in all the institutions except the Redemption Home, which has only a nursery, but these are scantily equipped and undirected. The play rooms of the Lincoln Colored Home and the Orphanage of the Holy Child, as well as the boys' play room in the Home for the Friendless, are dreary places in rather dark basements. The girls in the Home for the Friendless have upstairs play rooms.

This last institution has equipped part of its yard with swings and turning poles which are chiefly used by the little children and the older boys because the older girls are so occupied with an endless round of household drudgeries that they have little

\* See companion report, Treadway, Walter L., M.D.: Care of Mental Defectives, the Insane, and Alcoholics in Springfield, Illinois, p. 11. (The Springfield Survey.)

† The proportion of children above normal age for the grades in which they are found is 50 per cent for the 54 institution children in the Stuart School, as compared with 24 per cent for the 6,199 children in the public elementary schools of Springfield. The 54 institution children in the Stuart School averaged 91 per cent of a year above normal age for the grades in which they were found, while the 6,199 children in the public elementary schools of Springfield averaged but 36 per cent of a year above normal age.

#### THE SPRINGFIELD SURVEY

time for play outside of school hours. The school playground gives them some recreation during the school session.

The outdoor provision for play at the three other institutions is in the back yards, which are about the size of those of the average dwelling house. As one of the chief executives said, "The children themselves make such play as they have." Occasional picnics and other outside pleasures are provided to all the institution children but these cannot give the character and health results which would come from properly organized play facilities at the institutions. And nothing will provide proper solution for the many disciplinary problems like a healthy play spirit.

To sum up, then, an analysis shows that the care given is chiefly a matter of material relief rather than special work in child nurture.

## IV

### THE NEXT STEPS FORWARD

While the foregoing facts indicate weaknesses at certain points in the children's institutions, there nevertheless are a number of important facts which make the outlook for broad development of child welfare work in Springfield one of exceptional promise. First of all is the vigorous desire of the managers of the institutions to frame up a plan for the widest social use of their agencies and then to see to it, by hard personal service, that such a plan is carried out even though it may mean changes in their long established methods. These managers are singularly free to adapt their work to changed conditions because, fortunately, they are not limited to any restrictive terms in bequests.

Another hopeful feature is that the child-caring problems of Springfield, unlike those faced by Chicago, for instance, are at present of manageable proportions, and the whole county of Sangamon can be included without overburdening a child welfare program and rendering it unwieldy in operation.

The fact that Springfield is the state capital and headquarters for the State Department of Visitation\* is of great but as yet unrecognized value for forward work. Since 1905 this department has had power of inspection over all children's institutions which receive public funds and has also visited private institutions upon request. In addition, it visits children who are reported to it as placed out in foster homes within the state and has a remarkable opportunity for creating public opinion in favor of high standards for such work.

### RECOMMENDATIONS

Knowledge of the facts involved is essential for success at every step of the way in a child welfare program for any com-

\* For full powers of this department, see Hurd's Revised Statutes, p. 176, Chap. 23, Charities.

#### THE SPRINGFIELD SURVEY

munity. And determination of the facts should be by persons especially trained for such work, equipped also with up-to-date experience and resource. It goes without saying that discriminating record keeping is absolutely necessary for results.

If records were at hand to point out dangers and plague spots in our communities, child welfare programs could be drafted with greater detail than is possible at the stage to which most of the American child-caring agencies have developed. Certain principles and tendencies may, however, be relied upon for guidance in drawing up an initial scheme of work.

The remarkable trend, backed by the most experienced specialists in social movements, towards expansion of child-caring work under public control or supervision, with state or county as administrative units, must be taken into account. Consciousness of state citizenship and of county citizenship is being felt more and more even by dwellers in cities. The rural districts for obvious reasons have always had more or less of this consciousness.

In planning the Springfield program it is far better, then, to work from even a somewhat idealistic state program, through the ideal functions of county and city to the group of existing child-caring agencies, than to start by focusing attention exclusively on the possible development of any one of these agencies merely on a basis of its financial and other resources.

We are at last realizing that the development of the state, the county, and the individual communities must go hand in hand, each with recognition of the close relation of its work to the work of the others. The policy of Illinois should be for the equal benefit of the counties and the policies of the counties should be beneficial to the state.

#### ESSENTIALS IN A CHILD WELFARE PROGRAM

It is essential that every community should have access to:

1. A properly run juvenile court with efficient probation service.
2. Provision for the temporary care of children awaiting the action of the court. Such provision may be given either in a detention home for dependent and neglected children, in one of the existing orphanages, or preferably by boarding them out with

## CHARITIES OF SPRINGFIELD

selected private families under careful supervision of a children's aid society, as in Boston.

3. A well-organized child-caring society which shall handle:
  - a. Case studies.
  - b. Protective work.
  - c. Temporary aid for children whose parents are in temporary distress.
  - d. Placing-out work with efficient supervision of children in private families.
4. A receiving home for the temporary care of children awaiting placement.
5. Hospital provision for sick children.
6. Special provision for orthopedic cases by connection with a state orthopedic hospital or with a private institution with skilled orthopedic service.
7. Provision for the deaf and blind in state schools especially for this purpose.
8. Provision for training backward children in one or more public schools.
9. Provision, in state institutions, for delinquents for whom the probation system is not suitable.

Among the above, the state of Illinois has already made provision for the blind, deaf, feeble-minded, and delinquents, although some of this provision is inadequate for the numbers of children needing it. It does not touch the needs of other classes of children than those just mentioned. The care of the sick, crippled, dependent, and neglected children is left entirely to private persons and private organizations, except when dependents are cared for by the juvenile court in the detention home.

Some of the juvenile court children are, however, boarded with the private institutions. If there were a thorough classification of the children in these asylums many would be found who would be designated as preventive cases, medical cases, cases of mental deficiency, orthopedic cases, and so forth, which the Springfield institutions for children have not equipped themselves to treat.

If, following a thorough classification of these children, a redistribution were made on a basis of actual child need, it would be discovered that much further development should be made by

#### **THE SPRINGFIELD SURVEY**

the state as an administrative unit. Very properly there should be state protective work for neglected children, state placing-out work, and state care in reception homes.

The present Department of Visitation of Children Placed in Family Homes of the State Board of Administration embodies a valuable ideal in its supervisory powers over the state assisted agencies for children as well as over such private agencies as request its help, and its inspection of all foster homes in which children are placed by these agencies. It is bound to play an increasingly important part in future child welfare movements. Not only is its power very limited at present, but its appropriation has never been anywhere near large enough to permit it to do thoroughly the work of inspection which constitutes the major part of its present activities. It should have a complete roster of all the children cared for by children's agencies as well as greater scope in supervising them. But it will be necessary for some time to come for private agencies to initiate and to carry on the work of demonstrating and standardizing the methods in child-care. Such agencies should always keep in mind, however, the ideal function of the state for state wards of all classes, and so serve their various communities as to bring that ideal within reach.

#### **A COUNTY CHILD WELFARE ORGANIZATION NEEDED**

For some years the fact that the county is an exceedingly advantageous administrative unit has been shown in a number of states both east and west of Illinois. But in Illinois the county as a child welfare unit has been for the most part overlooked. Cook County, because of the intense activity of social workers in Chicago, has had more development than the others. Sangamon County, in which Springfield is located, has scarcely been touched outside of the city limits. The present Springfield agencies should take the Sangamon County into their activities and develop themselves on a county-wide scope. Rural work must be attended to. Nowhere is there greater need of vigilance to prevent neglect of children than in the unobtrusive districts beyond the city limits.

Springfield should naturally and properly be the headquarters

#### **CHARITIES OF SPRINGFIELD**

for Sangamon County. Springfield should list the fundamental social needs of the Sangamon County children and see to it that they are met by the most effective methods. The existing nucleus of institutional agencies is but fragmentary, only a part of the circle which should protect each child. Springfield is now in such a position that it is practically compelled to consider each child an institutional case whether it needs to be or not. Strong alternative treatments should be pushed.

A well-rounded county-wide organization for child welfare which shall stand firmly for comprehensive and sympathetic case work and for remedial measures in community betterment is urgently needed.\* This agency should be strongly organized for child protection so that it can care intelligently for that mass of children who are on the road to dependency or delinquency or who already clog the machinery of the juvenile court and prevent it from devoting its efforts to children who are on probation.

Such an organization should be prepared not only to do constructive work in its county but to make a thorough social, medical, and mental diagnosis of each application, and it should stand ready to supply treatment either through provision of its own or by co-operation with the resources of other existing agencies. It should initiate an up-to-date placing-out work with a department for mothers with babies—both white and colored—and a strong protective department prepared to prosecute whenever necessary. The combination of these branches of work in one agency is a somewhat recent development in the child-caring field, but it is a very wise and helpful development and one for which Springfield is peculiarly ready in that individual agencies for placing-out work and for protective work practically do not now exist.

It is said by those in the work that it is impossible to find

\* Several months prior to the publication of this report these recommendations were submitted, upon request, to a group of Springfield people interested in child welfare and ready to initiate improvements in local work. As the report goes to press, a committee is being organized to take up a program of work along the lines here outlined, with a full-time executive secretary in charge. The committee was appointed by the board of managers of the Home for the Friendless, and the secretary is Miss Mildred A. Coffman, former superintendent of the Springfield Associated Charities.

#### THE SPRINGFIELD SURVEY

enough foster homes for such Springfield children as the institutions are already trying to place out. These people feel, therefore, that the creation of machinery for placing-out work would be quite useless for the Springfield district.

The answer to this objection lies in the most effective placing-out societies of the county which faced exactly such a situation when they started, but who now have more applications from suitable people than they have children to place out.

In other words, if a placing-out agency is well managed and wisely promoted, if the children to be placed are thoughtfully prepared for placement by preliminary medical and other attention, there is no dearth of good homes open to them. Poor work, poorly prepared children, and poor supervision naturally enough discourage people from applying for children. Springfield need have no fear that a placing-out movement will fail to find enough standard homes.

Sangamon County should effect a county organization for child welfare which, however, should be closely connected with the Illinois Children's Home and Aid Society, which has headquarters in Chicago, so that it may coördinate its work with a state program and avail itself of the resources of that organization in placing-out and supervisory work.

With such an organization to study and sift the facts in each case the work of the institutional agencies, if they co-operate as they should, will be greatly simplified and helped. The wards for whom they care will be those who definitely need what the institutions have to give. They will be there for a clearly outlined result, and the institutions may then know, as they cannot now, that they are in reality meeting the needs of that sector of the circle for which institutional care is, for the time being, the best treatment.

#### FUTURE SCOPE OF INSTITUTIONS

From the point of view of social demands the future scope of the existing institutions should be very carefully examined. These institutions, as we have seen, are four. Three of them—the Home for the Friendless, the Orphanage of the Holy Child, and the Lincoln Colored Home—are primarily interested in the

#### CHARITIES OF SPRINGFIELD

dependent and neglected child, and all of them apply practically the same methods of care to their respective groups. Although they have marked divergences of policies it cannot be said that any of them have attacked the causes of child dependency in Springfield through case work or through movements based on the revelations of case work.

As has been said, a constructive child welfare organization of county-wide scope and connected with the Illinois Children's Home and Aid Society should be the chief diagnostic agency for Springfield and Sangamon County; and the institutions should restrict themselves to their true use for the treatment of children who definitely need specific institutional service.

Obviously the adoption of a program which takes into account the interrelation of social forces in state, county, and municipality will mean an immense improvement in the existing machinery of Springfield. What may, during the transition period from present haphazard methods with miscellaneous groups of children, appear to some managers to be curtailment of scope will in reality mean specialized, intensive, durable work of high order.

When such a reorganization and adjustment of work for children has been accomplished in Sangamon County it will be discovered that the need for such an institution as the Springfield Redemption Home has fundamentally changed. The dependent children who are now cared for in that institution, without their mothers, will be placed in family homes for temporary or permanent care as the case may be; the confinement work will be given over to the hospitals and, after discharge, the mothers with their babies will be placed out in families by the department for mothers and babies of the central organization on child welfare.

There should be some place where, prior to hospital care, young expectant mothers may be given home life and training in personal hygiene, care of the baby, practical sewing, cooking and other household branches. This institution should not attempt the hospital work. A sound industrial program should be mapped out for each of these girls, making it possible for her to nurse and care for her child while assisting in her own support.

#### THE SPRINGFIELD SURVEY

Whether the Springfield Redemption Home is adaptable to this educational work remains to be seen.

Careful plans should be made for those women awaiting court action who have young children with them or who are expectant mothers. Each one of these women should be treated in the light of her personal history and with all the alternatives of the community in mind. Close co-operation, on a working basis, between the court officers and the charity organizations is essential to a humane solution of these problems.

Sangamon County will still require a small reception home for white children and another for colored children.

There is not, in a discriminating program, any social justification for an institution like the Orphanage of the Holy Child, admirably managed as that institution is. It takes just the kind of girls who are suited to normal homes and keeps them for long years of artificial life without being in any sense an educational institution. It does not give them anything which a family home cannot give and it cannot give them that essential in which a good family home excels—experience in normal human relationships.

The limited institutional activity which may still find a place in an enlightened program of child welfare should, to be of best use, be carefully worked out as to plant, equipment, and administration. The present plants of the Orphanage of the Holy Child and the Lincoln Colored Home are of about the best size. They would be much richer in opportunity if they had sufficient grounds about them, such as surround the unwieldy, congregate plant of the Home for the Friendless.

#### OTHER DEVELOPMENTS IN THE INSTITUTIONS

The equipment should spell out in every detail the specific object of the institution. This does not necessarily mean large expenditure. It does mean, however, that homelike points must be emphasized and that barracks furniture, dark play rooms, and unsanitary features must go. It means that the daily life of each child must be physically, mentally, spiritually constructive and reconstructive, and if the administrative methods are challenged as to their effectiveness in securing such results the best

#### CHARITIES OF SPRINGFIELD

ways will be discovered. And through all must run a practical, enlightening record system. To outline just what the methods should be would be to induce that inflexibility which has kept institutions marking time long after the marching orders have been heard.

It goes without saying that the plant is of less vital importance



A CHILDREN'S HOME ON THE COTTAGE PLAN

There is a strong consensus of opinion at present against the big orphan-asylum idea. Smaller cottages, where the life can be made more like that in the normal home, are favored. The illustration shows one of the several cottages of the Albany Orphan Asylum. It houses 25 children

to success than is the chief executive who is placed in charge. In the future program for these Springfield institutions the need of large social vision, the co-operative spirit, natural and acquired ability to bring about the end in view are absolutely indispensable.

#### THE SPRINGFIELD SURVEY

Not only should the chief executives be of such type, but they should be given opportunity to experiment with new methods, to make each agency a vital part of the social program as a whole. Not by large numbers cared for but by actual results secured for those who need more than anything else what the institutions can give, should the managers judge of their social surplus.

Each one of the institutions should be kept small and ought to be brought up to the highest efficiency in diagnostic work with well-planned sanitary cottages, with provision for isolation of incoming children and sick children, with provision for medical and psychological examinations, and for sound training of the children.

The holding of dependent children in the detention home should be discontinued and provision made for their care in some other institution—preferably the Home for the Friendless.

Through improvement in the investigation work, record keeping, and interpretation the institutions may become not only better educational forces for children inside their doors, but educational forces aimed at removing the causes of future child dependency in the community at large. No one is pleading for record keeping for record's sake, but for the sake of action which stands on a base of known fact.

It is believed that if Springfield adopts and carries out a preventive and constructive child welfare program it will not only render a most valuable service to its own citizens, but to all those other cities and counties in Illinois which, because of widely different conditions, have not felt that methods used in Chicago and Cook County were applicable to them.

**PART TWO**  
**CARE OF THE SICK**



## V

### CARE OF THE SICK OUTSIDE THEIR HOMES

Among the 1,764 Springfield families which in 1913 were known to have received some kind of charitable aid outside their homes from public or semi-public agencies, were 1,238 in which sickness was a factor in the reduced condition of the family.\* If we add the 11 families in which mental deficiency was a factor, and the 39 in which intemperance played a part—both of which in their treatment are to be regarded in the nature of diseases—the total reaches 1,288. In some 200 of these cases there were other factors in the family's dependency besides sickness; nevertheless this factor was of such importance that medical service could not be neglected. In addition there were a number of other families needing free medical care which did not come to the attention of the social organizations. The importance of provision for these needs is apparent.

#### CITY PHYSICIAN

Except for the dispensary maintained by the Springfield Tuberculosis Association there is no free medical dispensary in Springfield; that is, there is no place to which sick people who cannot afford to pay the doctor's usual fees may go for advice and treatment, paying at most only small fees. In lieu of this there is a city physician appointed by the county board of supervisors. His district covers Capital Township, which is coterminous with the city of Springfield, and his work includes also medical supervision of the county and city jails. This official, who must be a practicing physician, is paid a salary of \$100 per month. He is required to treat all sick poor who apply and must meet out of

\* For a full statement of the number of families treated during the year by the 36 organizations which co-operated in this study of cases in Springfield, and an analysis of the nature of the family disabilities together with a description of method used in the study, see pages 57-68 of this report.

#### THE SPRINGFIELD SURVEY

his salary the cost of all prescriptions filled without payment on the part of the patient.

A more unsatisfactory system could hardly be imagined. What should be a divided responsibility among many doctors upon a dispensary staff becomes the responsibility of one doctor who, if he has any practice at all, soon discovers he has a "white elephant" on his hands. The salary in itself is not alluring as a sole source of income and of course it does not permit him to provide the many accessories needed in a well-ordered dispensary. The arrangement, moreover, tends to develop too great economy in the use of medicines, and lays too heavy a burden upon one physician to expect good results. Into one doctor's day is crowded a service which would be gladly given by public-spirited members of the profession in a dispensary.

The system is so primitive that its working out is bound to be primitive also. We asked the doctor who was city physician for the first half of 1914 for the list of cases treated by him which were county charges, and found he could not supply it. There were no classified records. The doctor holding the position at the time of the survey kept a record separating cases on county account from his own city cases, but it consisted only of a diary in which the name, address, and sometimes the particular complaint were set down. Injuries resulting from accidents were generally so noted, but little more was recorded. No medical histories of the cases were being kept; not even an index of cases. Nor were the number of visits of patients to the office, visits of the physician to homes or to the county jail readily obtainable. Record keeping is not only essential for the social auditing of the needs and activities of the office, but in this case it has a direct relation to the quality of the medical service itself. Yet the office—largely, perhaps wholly, because of its meager funds—was failing at this point.

From what records there were for approximately seven months prior to the end of 1913 the number of patients treated were found to be 358. Probably this is an under-recording. Nevertheless, the number is large, and undoubtedly in so large a company there were many needing the services of physicians with special training in special fields, whose services were not made available.

## CHARITIES OF SPRINGFIELD

What was given instead was a wholesale service, with hurried examinations and admission to a hospital when the case so clearly called for such treatment as to leave no room for doubt.

Fortunately this concentration of calls for free medical aid is by no means as great as it might be, owing to the fact, which needs scarcely to be added, that many physicians are giving more or less free service to patients that they know. But here again the best specialized service may not be available for special needs; the method of selection is on the basis of personal acquaintance only. If, however, these medical services were pooled through the establishment of a free medical dispensary, specialists would then be available at regular and specified hours for special needs.

## HOSPITAL CARE

When one turns to free hospital service the situation is no better. Except in the children's ward of the Springfield Hospital, there are no free beds in the Springfield hospitals.\* Both Springfield and St. John's Hospitals are private institutions, making no appeals for popular support. Persons are received into St. John's as county charges upon the authorization of the city physician, the county paying a weekly rate of \$4.00 which, however, does not cover cost. The hospital took care of 557 such cases in 1913. It thus really made a contribution in that many cases. This, however, is not the same as maintaining free beds.

In the Springfield Hospital children are admitted to the children's ward without charge, the expenses being met from the other income of the hospital. Eight free cases were treated in 1913.

This situation means even greater concentration of free patients in the hands of the city physician when once the doors of the hospital are reached; for when patients are admitted as county charges into St. John's Hospital they usually become patients of the city physician, regardless of what physicians may

\* A further exception to this is the city contagious disease hospital which offers free beds for persons having contagious diseases. This, however, is a specialized service and can meet only one phase of hospital treatment for the poor. For discussion of the hospital, see Schneider, op. cit., pp. 122-123.

#### THE SPRINGFIELD SURVEY

have been treating them in their homes.\* Thus in 1913 the city physician without official assistance (two incumbents held office in succession during the year) was called upon to assume the responsibility for 557 county patients in the hospital. Some of the 557 were originally out-patients of the city physician; but considering the responsibilities for out- and in-patients, the needless home visiting involved when dispensary service would have been sufficient, emergency calls to the county and city jails,† the numbers involved, and the small salary attached, it is no wonder that a one-time occupant of the office remarked that "any man who takes that position needs a guardian." Of course, in the care of the indoor patients particularly, the city physician may and does use the services of other physicians and of surgeons. But here again it is a hit or miss affair, and considerations of friendship for certain physicians may prevent the calling of other physicians better equipped to deal with particular emergencies.

Moreover, regarding admissions a peculiar abuse on the part of physicians has grown up. Here, for instance, is a patient whose malady is so developed or whose home surroundings are such that he needs hospital care. The physician urges admission. Admission is usually granted, presumably on a pay basis; but later it is found that no money is forthcoming. The physician involved then telephones the city physician in an effort to have the patient transferred to the county list. A perfunctory investigation may be made by the overseer of the poor, but the county is more or less helpless at this stage; and it is almost certain that it will have to accept responsibility, even though it does not control the admission. Thus private citizens are practically contracting obligations to be paid for by the county.

The present system, with neither dispensary nor free beds, with too many and too varied calls for medical service coming to an official appointed annually by a political board, and inadequately paid, offers no guarantee that sickness in poorer families will be handled with proper skill, though in these weaker families

\* As indicated, there are exceptions to this rule. For example, the city physician has allowed the choice of another physician in cases which he took to the hospital from the Associated Charities, provided the other physician was giving free service.

† Potter, op. cit., pp. 50-52.

## CHARITIES OF SPRINGFIELD

the need of the greater skill is especially urgent. Moreover, for a growing progressive city the present system is too inadequate to last much longer. If instead of the office of the physician who happens to be city physician, a dispensary organized under the city department of health, with its regular staff, its established procedures, its continuous records, and its continuous clinics, were the point where cases were first considered, the selection of the right physician for each case could be properly made.

### TUBERCULOSIS DISPENSARY AND SANITARIUM

In addition to maintaining one visiting nurse, who does general nursing as well as nursing of those having tuberculosis, the Springfield Tuberculosis Association operates one free dispensary. In 1913 the dispensary treated 135 persons suffering from tuberculosis. This is the kind of treatment by specialists advocated above. Dr. Palmer, who is in charge of the dispensary, contributes his services. This is perhaps too large a service to expect from any one person, and as pointed out by Mr. Van Blarcom, should be compensated for, in some part at least, by the city.\* Sooner or later the cost of this dispensary service should be entirely assumed by the city or county, and the work made a part of the regular activities of the city health department.†

The Tuberculosis Association and the county have also cared, in the last few years, for a number of indigent cases at the Open Air Colony, a private sanitarium of 24 beds for incipient cases. The expenditure by the association on this account in the year ending June 30, 1914, was \$2,108.55. The number of patients so helped was 18, and the number of weeks' care was 251, the cost to the association averaging about \$8.40 per week. This was in addition to the weekly payment of \$4.00 made by the county. While this work in the past is thoroughly approved, it nevertheless cannot meet the full needs of the situation, and the time is now at hand when a movement should be started for building and maintaining a public tuberculosis hospital to be supported by city and county funds. And in the meantime the county should

\* Schneider, op. cit., p. 50.

† For reference to the activities of the Tuberculosis Association in connection with work for families, see pp. 120-121 of this report.

#### THE SPRINGFIELD SURVEY

increase its ridiculously small allowance of \$4.00 per week for the care of these patients. At least \$6.00 should be paid.

#### CARE OF MENTAL DEFECTIVES

It is recognized, of course, that there are many degrees of mental deficiency and that only persons suffering from certain forms may need custodial care. Insanity, when once determined, pretty generally points to hospital care; and children suffering milder forms of mental deficiency usually require institutional treatment. Dr. Treadway found that between January 1, 1913, and March 1, 1914, 113 persons were committed by the Sangamon County court to the Jacksonville State Hospital for the Insane.\*



#### AT THE SANGAMON COUNTY POOR FARM

Cells in the basement used for insane persons. Such inmates should be placed in the comfortable and cheerful quarters of the state hospitals for the insane

The record did not show whether any of them had financial resources, but indigent cases are frequent. Unfortunately there is no place of detention for persons suffering from mental illness;

\* Treadway, op. cit., pp. 26-44.

#### CHARITIES OF SPRINGFIELD

they are held in the county jail annex until the court can appoint a commission and hold a hearing. The general hospitals of Springfield decline to treat this class of sick persons if the condition is known when application for admission is made. St. John's Hospital makes exception, however, if the physician in charge of the case will employ a special nurse and assume all responsibility, but this of course eliminates most indigent cases, as the county allowance for hospital cases is at the very small rate of \$4.00 per week.

The result is that a considerable number of the insane are kept at the Sangamon County Poor Farm. Dr. Treadway found 18 insane inmates on March 1, 1914, and five who were mentally defective.\* On April 8th of the same year an official inspection was made by the Charities Commission of the State of Illinois, and according to the inspector's classification 24 insane inmates were found, 14 being insane men, 9 women, and one woman who was an insane epileptic. As may be expected, the facilities were merely custodial and not in the nature of treatment aimed at ultimate recovery or mental improvement. Alms-houses are entirely unfitted for the treatment of mental diseases; the remedy lies in reducing the number cared for in these places as rapidly as possible, in demanding that a fair proportion of the patients of the county be received at the state hospitals, and that accommodations at the state hospitals be increased until they provide for all the insane of Illinois now confined in almshouses.

The situation with regard to the care of persons among the poor suffering from acute alcoholic diseases is very like that of the insane. They are sent to the county jail annex. The city physician must be called when an intoxicated person who is unconscious is placed in a cell. This commendable practice should be made to apply to others who are in serious condition; but sooner or later provision should be made for the public treatment of alcoholic diseases in the wards of a general hospital.

#### RECOMMENDATIONS ON CARE OF THE SICK

To sum up then, the need of free medical treatment in Springfield is such as to demand a more effective system for making this

\* Treadway, op. cit., pp. 33-34.

#### THE SPRINGFIELD SURVEY

sources fail to give the desired information, investigation limited to ability to pay for medical service should be made by volunteers or by an employe of the dispensary.

The dispensary should make provision for those suffering from tuberculosis as well as for others needing the service of specialists. This would extend the tuberculosis work into the county—a good unit for activity. At the same time a campaign should be started by the local tuberculosis association for securing city and county funds for a public tuberculosis hospital.

The indigent insane should not be detained in the county jail annex. These people are ill; moreover, they often have delusions of unworthiness and self-condemnation which jail experiences tend to emphasize or confirm. Arrangements should be made for their care in hospital wards, pending transfer to the state hospital. Any insane persons held in the county almshouse should be removed to the state institutions as rapidly as possible, and no others be allowed to become inmates, as the almshouse has no facilities for adequate treatment aiming at recovery.

In the cases of those suffering from grave alcoholic diseases, confinement in the county jail annex should be discontinued and arrangements made for treatment in one of the hospitals until such time as the state of Illinois may provide care for alcoholics.

In addition to these specific measures having to do with the institutional care of the sick poor, their welfare would be promoted still further by broadening the general preventive health work of the city and of the Springfield Tuberculosis Association.\* Later hospital social service will need to be provided for.

\* For full statement of health program recommended for Springfield, see Schneider, op. cit., pp. 46-57 and 126-135; also Treadway, op. cit., pp. 17-46.

**PART THREE**  
**FAMILY DISABILITIES AND TREATMENT**



## VI

### FACTORS IN THE SUBNORMAL CONDITION OF FAMILIES

The importance of good institutional work for dependent children and for the indigent sick has been pointed out. Of equal or even greater importance is efficient work for disorganized families, considered and planned for them one by one—a form of service which centers in the home. To keep such families intact, and to aid them in ways that will restore them as far as possible to complete living, is—to say nothing of considerations of personal happiness and comfort—strongly protective of social welfare. It is conservation at the very center. And of course the work for families as units is not necessarily independent of the institutions: the two forms of service very often work together. Hospital care and cure of a sick father, for example, is often one of the salient features in a plan of treatment aimed at putting a whole family back on its feet. The usefulness of hospital care itself, or of any other single feature of the treatment, does not lessen, but rather emphasizes, the imperative claims of the larger plan, which looks at the family as a whole and aims at conserving or restoring this natural group of people to normal family conditions. In other words, work for families may combine many kinds of special assistance, but back of it all is the thought of the family itself, the recognition that as often as possible it, as the fundamental social unit, should be preserved.

#### • AIMS TODAY IN CHARITY WORK

One chief aim then in modern charity work is to eliminate abnormal conditions of family life and to promote normal conditions, whether the conditions relate only to the particular family or are of a general character. This obviously implies the belief that conditions can be changed and improved. The idea

#### THE SPRINGFIELD SURVEY

of any class of people being predestined and hopelessly chained to poverty and misery is repudiated once and for all. When family life is abnormal there must be some reason or reasons for it—reasons for the most part that are ascertainable and which past experience has proved in some measure to be removable. Here, for example, is a family in distress because the chief breadwinner has incipient tuberculosis and has been forced to give up his work; there are no savings or other resources, and outside aid is needed. Obviously the key to the situation lies in the father's restoration to health. As long as there is hope of restored health there is hope for restored family normality. Modern charitable effort, in addition to temporary aid, would be directed toward the father's recovery; it would thus help the family to the place where it could take care of itself.

This kind of effort involves much more, of course, than the giving of food, shelter, clothes, and fuel, valuable as these may be as temporary expedients. Direct aid in the form of food and shelter and the like may or may not be important as part of a plan of treatment looking toward the ultimate restoring of normal home conditions; but if it were the sum of all aid offered it would tend in many, if not most, cases to destroy self-respect and to create a chronic condition of dependency. Direct material aid, for the most part, is merely one means to an end. In the case of the tuberculous father above referred to, the family may need to be supplied temporarily with food, shelter, and clothes while the father is under the physician's care, but this, as already indicated, is incidental to the provision of service to stamp out the tuberculosis infection responsible for the family's disability. The emphasis is therefore placed upon thoughtful service as well as material gifts—service in the form of careful consideration and study of the needs of a family, and working in co-operation with the family and its connections.

The rendering of such service is not simple. It means dealing with the real issues of daily living and is as complicated as complex modern life itself. Just because life has become more complex, of necessity what is called "investigation," or the obtaining of real knowledge of conditions and facts, has become more complex. A technique of investigation has grown up, which

## **CHARITIES OF SPRINGFIELD**

does not mean the asking of certain routine questions at all, but the harnessing of the intelligence of the social service worker to certain principles of the art of learning the significant and vital things, and then coördinating the things learned in a correct diagnosis. When it comes to actual action based upon knowledge, again there are certain broad principles of cause and effect in human action which the experience of many people has laboriously worked out; but here again these principles are only principles of an art, of the art of family rehabilitation—an art of infinite adaptations of logical plans based upon accurate diagnoses, to varying personalities and groups and conditions.

But the fact that it is an art and not a science rather increases than diminishes the need of the technique and the diagnoses and the principles of action. A plan may have to be changed after being formed, and everywhere the human factors must be recognized, for no plan is worth its salt which does not have the hearty co-operation of the family involved—the family, after all, must put forth the greatest effort. It often takes time and thought to secure this support. The carrying out of these mutually co-operative plans may take a week, a month, a year, or many years. No touch and go effort, jumping from one application to another, without constant and intelligent and careful continued planning with the families already known, can now be recognized as real social work.

It is conceded, of course, that some families never can be restored to normal conditions or even enabled to regain a position of self-support. The aged and infirm, who are dependent and chronically ill, the defective, and some others, may need to be taken care of indefinitely; but even in these cases good service requires that each case be thoroughly investigated and that the treatment be given which fits the need.

### **CO-OPERATIVE EFFORT**

As most cities have grown they have developed methods and agencies for helping people in need, and the common experience is that the agencies have been established to meet special kinds of need, such as care of the sick, care of children, and so forth, independently of one another. Very often this has meant the

#### THE SPRINGFIELD SURVEY

duplication of institutions established to handle the same kinds of needs and the lack of provision for other kinds. In the absence, then, of any machinery by which the agencies could exchange information and otherwise co-operate, a possible obstacle to efforts aimed at solving family problems has presented itself.

To cure a disabled family, as in curing a sick individual, it is essential that the treatment be not interfered with by those who do not know the full facts of the case and the treatment already prescribed. If the social agencies do not work together closely, placing facts at each other's disposal and co-operating in a unified plan for constructive assistance, there is danger that they may work at cross purposes with each other and to the disadvantage of the family they would aid. Thus the attempt to do more than temporize by furnishing daily relief only to those in need requires of the agencies that they no longer regard themselves as at liberty to work independently of their colleagues, or to work in the dark without inquiring carefully and so discovering all that may be known by others about a family.

In earlier years, when communication was not so easy, individual effort may have offered the best means of providing for all needs; but today, with even large cities released by electricity and the printing press from the difficulties of distance and slow communication, the agencies must regard themselves as part of a whole community's equipment for social service, ready to render co-operative and special service in the larger scheme of helping families out of abnormal conditions and into as full living as may be. This is another requisite to good social service.

#### PREVENTIVE WORK AND RECORD KEEPING

And as still an additional requisite there should be effort not only to remove the disabilities already experienced, but social action to prevent future disabilities; for example, to prevent the unnecessary deaths that cause widowhood, to prevent unemployment with its consequent reduction of family income, and so on. The information on living conditions obtained by the agencies in their close contact with families would be invaluable in assisting in measures of this kind for community improvement.

## CHARITIES OF SPRINGFIELD

It scarcely need be pointed out that all of these requisites necessarily involve good record keeping by the agencies. Careful study of each case among the many handled daily, and treatment that will follow a plan once decided upon, are impossible unless the pertinent facts are put in form for ready and frequent reference. And where several agencies are co-operating, record keeping is even more urgent. It is an essential so obvious as to be taken for granted in this study.

These are parts of the understructure upon and around which effective social service is built; these are the parts which the community is more and more expecting the agencies doing charitable work to look after. It was with a view to outlining a plan for their completer introduction into Springfield that the study of family disabilities and their treatment was made.

### FAMILIES KNOWN TO AGENCIES

As already indicated, 1,764 families in Springfield were known to have received some kind of social service in 1913.\* Not all were absolutely destitute, of course, nor were all in need all the year; but the figures mean that over 1,750 families were unable to function properly without some service from outside.

In fact the figures underestimate the case, for it was not possible to obtain case records from several of the 47 Springfield charitable agencies dealing with families.† The understatement is not great, however, as access was had to the data of most of the more important organizations.

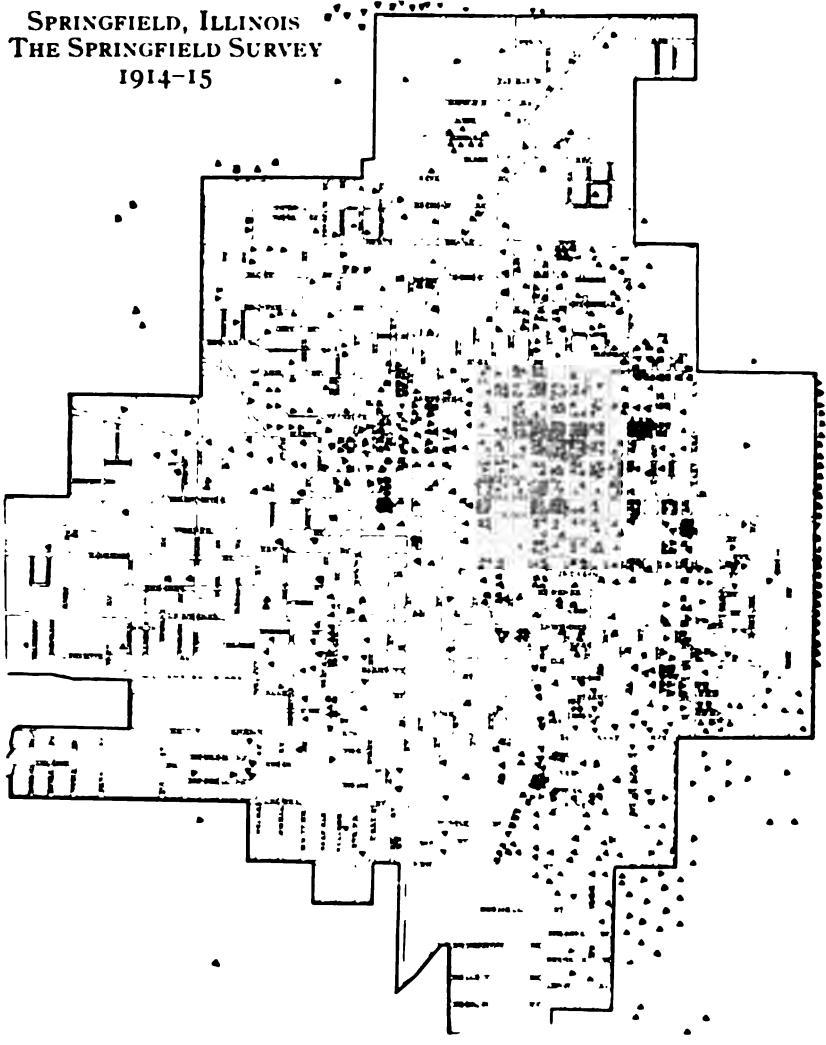
The method used in studying the situation as a whole was an examination first of the records of the Associated Charities, of the Springfield Tuberculosis Association, of the juvenile court, and of the Home for the Friendless. These are the general agencies in Springfield which had records of any importance; that is to say, each one maintained a registry with a filing system, a sep-

\* The period used for this study of the charities of Springfield is the year 1913. In the case of several agencies, however, the periods for which their records were available did not exactly coincide with the calendar year, but were close enough for all practical purposes. The exceptions wherein records did not exactly cover the year 1913 are indicated in the footnote to Table 2, page 61.

† For a list of the charitable agencies of Springfield and those agencies which co-operated with the survey, see Appendix D, p. 170.

THE SPRINGFIELD SURVEY

SPRINGFIELD, ILLINOIS  
THE SPRINGFIELD SURVEY  
1914-15



SIZE AND EXTENT OF THE CHARITIES PROBLEM

In 1913, 1,764 Springfield families received some kind of charitable service from public or private organizations. Each spot represents a family. (A few could not be located because of faulty addresses.)

#### CHARITIES OF SPRINGFIELD

arate file being kept for each family or child, and printed record cards being used for recording the original information gathered. On the basis of the amount of data available from these records a blank was prepared for transcribing the data for use in the later analysis.\*

The records were so defective that several kinds of important information could not be set down, among them being the nationality, occupation, and wages of members of the families.† Records from the churches and missions were very incomplete. This was partly due to the evident wish of many church workers to consider that some of the families were receiving aid as church members and that their names should not go into a confidential register. The church workers inclined to consider them in the same category as members of secret orders receiving brotherly aid. The data available from St. John's Hospital, the city physician, overseer of the poor, dental dispensary, St. Vincent de Paul Society, the truant officer, and the county court were rather formal and brief. The St. Vincent de Paul Society was establishing a record system at the time of the survey, however. The juvenile court records, while fuller and kept according to a regular filing scheme, were faulty as to home conditions of the families, physical and mental conditions, school record, habits, and associates. All of this last group of agencies are public except the St. Vincent de Paul Society and St. John's Hospital.

The records showed that in the period covered by the study, the 36 Springfield agencies aided 2,247 families.‡ These were not all separate families, however, enough of them having been treated by two or more agencies to bring the number of different

\* The blank is reproduced in Appendix C, p. 169. The form was drafted to meet the special case in Springfield, and should not be regarded as a model or inclusive blank for similar studies elsewhere.

† In the cases of the Associated Charities, the Tuberculosis Association, the Home for the Friendless, the various churches, and the school nurse, the summarizing of the records was done in the offices of the different societies by members of the survey staff, or local volunteers. It was thus possible to supplement many defective records by adding any unrecorded facts known to workers and others most interested and closest to the families.

‡ Allowance should doubtless be made for a margin of error due to mistaken identification resulting from the faulty records in such simple matters as the recording of first names and addresses. A single family may therefore be reported as two or more families in a few cases.

### THE SPRINGFIELD SURVEY

families down to 1,764. The distribution of the families according to the number of agencies to which they were known is shown in Table 1.

**TABLE 1.—NUMBER OF DIFFERENT AGENCIES TO WHICH INDIVIDUAL FAMILIES WERE KNOWN**

Number of agencies to which families were known	Families
One.....	1,467
Two.....	191
Three.....	59
Four.....	23
Five.....	16
Six.....	8
Total.....	1,764

The distribution among the 36 different charitable organizations of families which were assisted is shown in Table 2.

**TABLE 2.—FAMILIES TREATED DURING 1913 BY 36 SPRINGFIELD AGENCIES**

Agency	Families
St. John's Hospital.....	557 <sup>a</sup>
City Physician.....	358 <sup>b</sup>
Overseer of the Poor.....	301
Tuberculosis Association.....	257
Associated Charities.....	213
Dental Dispensary.....	128
Juvenile Court.....	87 <sup>c</sup>
St. Vincent de Paul Society.....	83 <sup>d</sup>
Truant Officer.....	65 <sup>e</sup>
Home for the Friendless.....	48
County Court.....	29
School Nurse.....	17 <sup>f</sup>
Kumber Episcopal Church.....	10
St. John's Mission.....	11
Washington Street Mission.....	9 <sup>g</sup>
Springfield Hospital, Children's Ward.....	8
First Methodist Episcopal Church.....	8 <sup>h</sup>

**CHARITIES OF SPRINGFIELD**

**TABLE 2.—(Continued)**

Agency	Families
South Seventh Street Baptist Church.....	8 <sup>f</sup>
First Presbyterian Church.....	8 <sup>f</sup>
First Christian Church.....	5 <sup>f</sup>
Orphanage of the Holy Child.....	4 <sup>b</sup>
Fourth Presbyterian Church.....	4 <sup>b</sup>
St. Paul's Episcopal Church.....	4 <sup>f</sup>
Christ Church.....	3 <sup>f</sup>
Helping Hand Circle, King's Daughters.....	3 <sup>f</sup>
Brith Sholom Congregation.....	3 <sup>f</sup>
Zion Baptist Church.....	2 <sup>f</sup>
Elliott Avenue Baptist Church.....	2 <sup>f</sup>
Grace Lutheran Church.....	2 <sup>f</sup>
Central Baptist Church.....	2 <sup>f</sup>
West Side Christian Church.....	2 <sup>f</sup>
United Brethren Church.....	2 <sup>f</sup>
Second Presbyterian Church.....	1 <sup>f</sup>
Fifth Presbyterian Church.....	1 <sup>f</sup>
Laurel Methodist Episcopal Church.....	1 <sup>f</sup>
Douglas Avenue Methodist Episcopal Church.....	1 <sup>f</sup>
Total.....	2,247 <sup>i</sup>

<sup>a</sup> This is a record of patients received as county charges.

<sup>b</sup> This covers period from June 10, 1913, to December 31, 1913, only.

<sup>c</sup> This includes only dependency cases for 1913 and "Funds to Parents" list current at time of survey.

<sup>d</sup> This society was not organized until 1914; the current records were therefore obtained.

<sup>e</sup> Commencing with school year in September, 1913, and continuing approximately to February, 1914.

<sup>f</sup> Registration very incomplete.

<sup>g</sup> Washington Street Mission offered names of only a few families known to have very serious problems and claim other relief work is part of the religious department of the mission.

<sup>h</sup> Only children received from Springfield were registered from here.

<sup>i</sup> As many families were known to more than one agency, this total is greater than the total number of families represented by Table 1, p. 60.

\* The usual center for coördinating work for families is the Associated Charities. In discovering that only a few more than 200 families out of the total of 1,764 were known to that organization, and some of them known *only* to it, we have a first

#### THE SPRINGFIELD SURVEY

indication that much of the local work is not planned on a broad scale of family upbuilding.\* This also indicates a possibility, and perhaps a probability, of overlapping and duplication in service rendered to the 297 families known to two or more agencies (eight known to as many as six agencies), as shown in Table 1, since a good proportion of these could not have been known to the Associated Charities and since no other organization was acting as a coördinating center. On the other hand, while overlapping must have been absent in the case of the 1,467 families known to only one agency, the fact that so large a proportion of the total of 1,764 families were treated by only one agency seems also to indicate a lack of co-operative service on a community-wide basis; for, merely in order to make the facts available for the use of other agencies in deciding on the methods of treatment, the proportion known to at least two agencies should be much greater, and there are few disabled families who can be properly and adequately treated by only one agency.

#### FAMILY DISABILITIES GROUPED

For only 1,436 families, or 81 per cent of the 1,764, were the records complete enough to give some indication of the existence of the more common disabilities. By disabilities we mean important factors in family conditions which signify subnormal conditions, either temporary or permanent, such as unemployment, desertion, sickness, widowhood, and so on. In some cases, because of poor records, the only indication as to family disabilities was the type of agency which served the family—the hospital, for instance, indicating sickness, the tuberculosis sanitarium indicating tuberculosis. The number of disabilities per family is shown in Table 3.

\* The annual report of the Associated Charities for the fiscal year of 1913 shows a total of 615 clients treated. These figures, however, have no significance, as it was discovered in reviewing the work of the society that owing to a cumbersome office system the monthly totals were added together. Thus if a family came up for consideration in six months of the twelve it would be counted six times. At the same time the system may have been responsible for a shortage in the registration given us. At the most, however, this margin of error would not be sufficient to bring up the figure to 300.

It should be stated, however, that just prior to the field work of the survey the Associated Charities began installing a new and modern system of record keeping and filing.

### CHARITIES OF SPRINGFIELD

**TABLE 3.—FAMILIES HAVING EACH SPECIFIED NUMBER OF DISABILITIES**

Number of disabilities per family	Families
One.....	1,267
Two.....	144
Three.....	24
Four.....	1
Total.....	1,436

A very natural question would arise as to whether the 1,467 families shown in Table 1 to have been known to only one agency may not have required more service than that one agency afforded, or whether such families are to be regarded as belonging to a group more resourceful and more competent than the families known to more than one agency. In view of the complexity of modern life, and the specialized and related character of the service rendered by different organizations, it would seem very improbable that so large a number would be in just such condition as to need the aid of only one agency. In the case of sickness of the chief breadwinner, for example, if the family has no other resources than current wages, there is need for other service than the cure of the sick person, and plans should be laid to meet the unexpected stress.

Moreover, of the 1,467 families shown in Table 1 as known to only one agency, 464 appeared only on the list of the county poor cases in St. John's Hospital (the only record available from that hospital), and 239 were known only to the city physician; and it would seem very unlikely that so many families would ask for this free service if they were all in position to care for sick members without feeling financial distress, or overstrain, or any other ill result—excepting the mental suspense. It can hardly be gainsaid that in the period studied there were many families, numbering in the hundreds, in which the disabilities were such as to call for social service of more than one kind, but in which only one disability was discovered and considered by the agency dealing with the family. The conclusion is obvious, therefore, that as the agencies had developed no scheme of sympathetic

#### THE SPRINGFIELD SURVEY

understanding and co-operation through a coördinating agency, such as the Associated Charities should be, there was no assurance that attention was being given to all needs.

On the other hand, there have been many excellent achievements which should not be overshadowed by the weaknesses pointed out. Indeed, in gathering vital information on families we have doubtless been at the disadvantage of having to depend on records which showed only the minimum information somewhere available. In many instances unrecorded facts were undoubtedly registered in the minds of the workers. To a far less degree would this be true of service rendered, for there is of course a natural tendency to enter the record of specific acts. As will be pointed out later, considerable ability in planning and in the execution of plans was evident, and there was not lacking a comprehension of the ends to be attained and the means for attaining them. While many ill-advised services were being attempted, and while too many Springfield people are still talking in terms of material gifts and temporary relief, there were not a few social workers in Springfield, volunteer and paid, who knew how weak the family reconstruction work was at some points and were ready for measures of improvement. But one of the chief troubles lay in the fact, as shown in some degree by the records of cases, that there was no center through which effective family planning, based upon careful expert investigations and co-operated in by several agencies, could be attempted.

#### NATURE OF DISABILITIES

The information drawn from the records of cases was analyzed further for indications as to the nature of the family disabilities. The reader should keep in mind, however, that the local records were very faulty and may not be assumed to represent the total of all disabilities or the total of the more obvious ones; and of course it is not possible to estimate how far short they fall of giving the real picture of conditions among dependent families of Springfield. But even though faulty they show a significant set of complications. The information on disabilities for 1,436 out of the total of 1,764 families is summarized in Table 4 under two main divisions: families having one recorded disability

CHARITIES OF SPRINGFIELD

unaccompanied by other disabilities, and families having one specified disability accompanied by one or more others.\*

TABLE 4.—NATURE OF DISABILITIES RECORDED SINGLY OR IN COMBINATION AMONG 1,436 FAMILIES

Disability	Families having each specified disability		All families having each specified disability
	Unaccompanied by other disability	Accompanied by one or more other disabilities	
Widowhood.....	58	75	133
Desertion by man.....	31	34	65
Desertion by woman.....	3	..	3
Mental deficiency.....	5	6	11
Intemperance.....	10	29	39
Tuberculosis.....	106	31	137
Unemployment.....	12	19	31
Sickness other than tuberculosis.....	967	134	1,101
Irregular school attendance.....	40	28	68
Crippled condition.....	6	2	8
Blindness.....	3	2	5
Non-support.....	26	4	30
Total.....	1,267	364 <sup>a</sup>	1,631 <sup>b</sup>

\* As a family for which more than one disability was recorded is entered opposite each disability, this total exceeds the total number of families having more than one disability.

<sup>b</sup> This total equals the total number of disabilities among the 1,436 families for which facts were available.

It is seen from the table that the disabilities which affected the largest group of families were sickness other than tuberculosis, tuberculosis, widowhood, desertion, irregular school attendance, and non-support. Unemployment and intemperance were also factors of importance. The problems surrounding family dependency thus begin to split up into their more specific parts, and some of the first clues are obtained as to types of work needed in the local charity field. Among other things it is

\* The list of possible disabilities recorded by well-organized societies is much greater than the one here used. Our selection was again based upon observation as to what disabilities were revealed by the records.

#### THE SPRINGFIELD SURVEY

observed that a very large proportion—over 1,100 out of the 1,267 families having only one specified disability—of the families were disabled because of conditions which are not commonly regarded as necessarily permanent, such as tuberculosis and other sickness, intemperance, unemployment, and irregular school attendance.

In the case of the 169 families shown in Table 3 as having two or more disabilities per family, the groups were classified further to show the combinations of primary and secondary disabilities recorded for the individual families. For presenting the combinations a comparative ranking was given to the primary disabilities. Widowhood was placed first, and whatever other disabilities appeared in combination with widowhood were listed under it. Then followed in descending order: Desertion, mental deficiency, intemperance, tuberculosis, unemployment, and sickness. These rankings were more or less arbitrarily made for the purpose of bringing out two important groupings of disabilities, as follows:

1. Families having permanent disabilities or disabilities likely to be permanent.
  - a. The permanently subnormal family,—that of a widow.
  - b. The possibly permanent subnormal family,—that of a deserted wife.
  - c. The possibly permanent subnormality of one or more members of a family,—in case of mental deficiency.
2. Families having disabilities not necessarily permanent or referring to the whole group.
  - d. A most plainly indicated moral weakness,—such as intemperance.
  - e. A serious physical handicap,—that of tuberculosis.
  - f. Economic displacement,—such as unemployment which may be due to personal or industrial causes.
  - g. Sickness, the commonest of all handicaps, but here listed last because the records do not allow sufficient classification of the different diseases.

The divisions into which these 169 families fell are shown in Table 5.

CHARITIES OF SPRINGFIELD

**TABLE 5.—COMBINATIONS OF DISABILITIES RECORDED FOR 169 INDIVIDUAL FAMILIES HAVING MORE THAN ONE DISABILITY**

Additional disabilities	Families in which the primary disability was							All families
	Widowhood	Desertion	Mental deficiency	Intemperance	Tuberculosis	Unemployment	Sickness	
<b>One additional disability</b>								
Desertion . . . . .	1	1	1	1	1	1	1	1
Mental deficiency . . . . .	1	1	1	1	1	1	1	1
Intemperance . . . . .	2	3	2	2	2	2	2	5
Tuberculosis . . . . .	5	4	3	3	3	3	3	12
Unemployment . . . . .	1	1	1	1	1	1	1	3
Sickness . . . . .	49	17	10	12	10	10	10	98
Irregular school attendance . . . . .	2	1	1	1	1	1	1	18
Crippled condition . . . . .	1	1	1	1	1	1	1	1
Blindness . . . . .	1	1	1	1	1	1	1	1
Non-support . . . . .	1	1	1	1	1	1	1	4
<b>Total . . . . .</b>	<b>62</b>	<b>27</b>	<b>17</b>	<b>13</b>	<b>11</b>	<b>14</b>	<b>14</b>	<b>144</b>
<b>Two additional disabilities</b>								
Mental deficiency and tuberculosis . . . . .	1	1	1	1	1	1	1	1
Mental deficiency and sickness . . . . .	2	1	2	2	2	2	2	3
Intemperance and sickness . . . . .	1	1	1	1	1	1	1	2
Tuberculosis and sickness . . . . .	3	1	1	1	1	1	1	4
Tuberculosis and irregular school attendance . . . . .	1	1	1	1	1	1	1	1
Unemployment and sickness . . . . .	1	1	1	2	2	2	2	4
Sickness and irregular school attendance . . . . .	3	3	1	1	1	1	1	8
Irregular school attendance and blindness . . . . .	1	1	1	1	1	1	1	1
<b>Total . . . . .</b>	<b>12</b>	<b>6</b>	<b>1</b>	<b>4</b>	<b>3</b>	<b>1</b>	<b>1</b>	<b>24</b>
<b>Three additional disabilities</b>								
Intemperance, sickness, and crippled condition (total) . . . . .	1	1	1	1	1	1	1	1
<b>Grand total . . . . .</b>	<b>75</b>	<b>33</b>	<b>1</b>	<b>21</b>	<b>13</b>	<b>12</b>	<b>14</b>	<b>169</b>

It is observed from the table that sickness, widowhood, desertion, intemperance, unemployment, and irregular school attendance combine as important factors in family dependency. Of 75 families, for instance, in which widowhood was the primary disability, 49 suffered the additional disability of sickness, five

#### THE SPRINGFIELD SURVEY

added tuberculosis to widowhood, and 12 added two disabilities to that of widowhood. Similarly, of 33 families in which the primary disability was desertion, 17 added sickness and five others combined sickness and still another disability with desertion. Of 12 families where unemployment was the chief disability, 10 combined sickness with it, and one family added both sickness and irregular school attendance. And so on. These and the many other combinations of disabilities found among the 169 families are but another indication of the local need of comprehensive and coördinated family work.

## VII

### TREATMENT OF DISABLED FAMILIES

Having classified the families according to their disabilities, a study was made of the treatment provided in each of the different disability groups, in the process of which all of the records in each group were carefully read. The result was the formulation of certain general conclusions with reference to charitable work in Springfield, which became more and more clear-cut and certain as the study proceeded.\*

In the first place, the data on record in the local agencies responsible for families were very incomplete.

Second, although recognizing that in many cases disabilities and other facts were probably ascertained but not recorded, it was evident that investigation of conditions in homes was not thoroughly and systematically made.

Third, inasmuch as comprehensive and intelligent treatment depends upon a broad basis of fact, it follows that this kind of family treatment was not possible in the insufficient investigations made in Springfield.

And finally, in consequence, what was accomplished in actual rehabilitation—that is, toward the restoration of families to independence and normal living—was largely fragmentary.

The conclusions may be indicated more clearly and specifically perhaps by a few illustrations drawn from the many cases studied. These cases are believed to be fairly representative for the different disability groups.

#### WIDOWHOOD

The problems arising in the treatment of widows and their families are among the most complicated and require very

\* There were exceptions, in the cases of some agencies, to the generalizations here stated. These exceptions are noted in Part Four, where the agencies are discussed separately.

#### THE SPRINGFIELD SURVEY

thoughtful attention. Under no circumstances is a widow's family normal, unless perhaps at the time when the oldest boy reaches man's estate and assumes his father's place. Even then he may not have the same influence over his younger brothers and sisters that the father had. And of course the abnormality is more than merely economic. In a large proportion of cases, and especially in the homes of laboring people, the man of the family is something more than a money-getter. He is a father, a parent. He is also the chief avenue of contact between the outside world and the home. The interests of the wife, particularly in cases where she has but few opportunities to get outside the family circle, are enlarged through him.

But with the father gone, many new questions need to be faced in an effort to restore the family to as full a life as possible. How far should the widow confine her life within the home, isolated from the world, though she cannot separate herself from the neighborhood and its oftentimes narrowing pettiness? How far should she work outside, due consideration being given not only to economic and health questions involved but also to mental, moral, and temperamental ones? Should others have a part in the training of the children? How far should boys and girls of working age contribute from their earnings to the family's support? If it is deemed wise for the mother to work outside the home, the kind of work, the hours, and other working conditions must also be taken into account.

Again, the responsibility of persons feeling some connection through previous business or work relationship, who are able to help regularly, must be considered; and the possibility of support from relatives, having in mind on the one hand the desirable possibility of thereby encouraging family affection and on the other the risk of encouraging selfishness and the breaking down of natural ties. An estimate should be made of what the family requires for subsistence, including whatever regular allowance should be made to take the place of wages which might be earned by children whom it seems best to keep in school. In such cases the allowance should be given only upon condition that they attend. These are some of the important complexities to be considered in connection with the families of widows.

# WHAT ONE SOCIETY FOUND

The man was a cripple, so he cared  
for the three children at home

His wife had "sore eyes" but she was  
earning \$4.50 a week in a factory



## THROUGH THE SOCIETY'S EFFORTS

An oculist examined the wife's eyes;

An optician gave her glasses,  
enabling her to do sewing at home.

A shoemaker taught the man a trade.

A Sunday School class paid the  
mother her factory wages (and later, the rent)  
so she stayed home with the children.

This class also advanced the cost  
of the man's outfit and drummed up  
customers for him.

## MODERN CHARITY

It involves personal service as well as material aid

(Panel from the Exhibit of the Charity Organization Department, Russell Sage Foundation)

#### THE SPRINGFIELD SURVEY

A study of the available records of all of the agencies providing social service indicated, as already stated, that in Springfield the work and the planning for this difficult class of cases were inadequate. Only a few records showed a comprehensive and discriminating handling.

Thus, for example, we observed in one instance that a young widow of twenty-four, with three children, was given about \$50 in all during the year by the overseer of the poor. We learned that the family was referred to the overseer of the poor by the Associated Charities without any action on their part, and a church society had an application from the same family but had not investigated. The six-year-old-child is reported as being out of school frequently on account of illness.

This young woman is charged with unusual responsibilities; thrown upon her own resources, without anyone attempting to help her plan wisely. The state of her own health, what kind of relatives she has, what kind of work she is used to, whether she needs more than what amounts to about \$1.00 per week in relief, whether she is giving sufficient attention to her children, what kind of a mother she is, and what part the husband played in the care of the children, are not brought out, and no nicely adjusted plan is even hinted at. The very fact that she is young required that unusual attention be given, because dangers beset on every side by reason of the long years which must intervene before she may hope to receive help from her children. During that time many things may happen to her. Bravely carrying too heavy a strain she may slowly undermine her strength and so become increasingly unable to look after her brood. Or she may begin to neglect her children and by and by they may have to be brought to the attention of the school attendance officer or the juvenile court. Or the children may be undernourished and so grow up without proper stamina. Or she may unwisely spoil one of the two boys who happens to be her favorite. Or, still being young, she might under the circumstances be led into temptation herself.

Turning now to the case of a somewhat older woman, one over thirty-five, we observe that the only single bit of constructive treatment was a Funds to Parents allowance of \$10 per month

#### CHARITIES OF SPRINGFIELD

from the county. Seven children in all were involved; but two of them were of working age—one a boy of seventeen, the other a girl of fifteen. The record did not indicate, however, what the wages were of these two older children, though that would appear to be a necessary basis for estimating what extra income was required. Not only should the wages be indicated but also a fair estimate made of what the working children should be allowed for their own personal use. This depends partly but not entirely upon what work they are doing and what kind of personal dress is required for the positions they hold. We say "partly," for every working child in a family needing relief should be considered also from the personal standpoint of what she or he should have for his own purely personal uses. An important factor in cases where these children break away from the home is a lack of consideration of the fact that they are working and otherwise associating with others who spend relatively much upon themselves. While more sacrifices must be expected of children in dependent families, a complete surrender of their wages should not be required. There must be an accurate gauging of temperament and character in working out this problem.

Evidently in this case the allowance of \$10 monthly was based largely upon the fact that the mother was not strong and so could not entirely support the other five children. But whether \$10 was too much or too little does not appear. A careful medical examination should precede a determination of how much work might be expected of her, and efforts may need to be made to provide just this amount for her. We do know that her family lives in the neighborhood; but what their part should reasonably be, taking into consideration their own circumstances, is not clearly outlined. Possibly they can only help in the care of the children while the mother is out of the home. Possibly they can supplement a bit with clothes or food, perhaps not. Should the thirteen- and eleven-year-old children have some of the custodial responsibility for the other children of school age while the relatives look after the two under school age in case the mother is allowed to do work away from home?

Having determined the income to be derived from the two working children, the mother, and the relatives, the difference between

#### THE SPRINGFIELD SURVEY

this total and an estimated total of required expenses must be met by relief. If an increase over the monthly grant of \$10 is required, how shall it be raised? Can the grant be increased? If not, is there any natural source, such as a church or national society, which may be willing to supplement regularly. If not, a special fund raised by special appeal may become necessary. Then the upbringing of the children, as in the previously mentioned family, must be considered. What part did the father, who died but a few months previously, and who was engaged in a skilled trade, play in the rearing of his family? What are the characteristics of the older children, their weak and strong points? Is it a case in which a friendly adviser may be of assistance both with regard to the general family economy and with reference to the constantly varying problems of a brood of growing children, problems which are oftentimes not solved when both father and mother are jointly responsible?

We find in a third family that three of the more important social agencies of the city were interested in the family previous to the death of the husband, which occurred late in 1913 and was due to tuberculosis. The record showed that there were five children under fourteen, the mother was thirty-five, and the man had been a skilled tradesman. The overseer of the poor had given \$2.00 a week previous to the death of the father and immediately after his death a Funds to Parents allowance of \$10 per month was made. The mother was said not to be strong and therefore not able to work much. The family was not unknown to the other social agencies of the city in previous years and had not been without recognized problems.

There appears in no record a worked-out plan of treatment beyond the grant of the usual amount. Even with a capable woman, the largely increased responsibilities thrown upon her required the consultation and advice of someone of experience, particularly if there were no capable relatives to consult, as seemed to be the case. Furthermore, there was the added menace of tuberculosis, which required that an unusual degree of oversight and care be exercised to prevent any spread of the disease to other members of the family.

It will be observed that the mother was said not to be strong—

#### CHARITIES OF SPRINGFIELD

a very indefinite statement. The oldest child was within two years of working age, the others considerably under that age. The same questions regarding required income—whether the mother should earn any part of it, and if so, what part and what problems of child-rearing required attention—were present as in the cases already cited. In addition there was plainly presented the question as to whether in this case the mother, in her weakened condition, was able for the time to look after the five children, or whether in any case she should be relieved of the care of some of them for a time. The plan would also involve an inquiry into how the oldest child was progressing in school, what were her capabilities, when she should be able to receive working papers, what kind of work should be then found for her.

The lack of a proper plan in this instance cannot be traced to lack of previous knowledge regarding the family on the part of several agencies. It is partly due to lack of co-operative working together along commonly agreed lines.

In the fourth illustrative instance the father died in 1911. There were five children under fourteen. The widow was slightly over thirty-five years of age. In addition to the five children mentioned there was a sixteen-year-old boy. We are also told that an older daughter lives with relatives in a neighboring state and that another is married and is living in a city about 150 miles away. It will be remembered that we are dealing only with treatment during the year 1913. There is nothing in the records of that year to indicate that then or previously there had been any plan agreed upon. In 1913 the family was known to a church, to three other religious agencies, to the overseer of the poor, and to the Associated Charities. There is an indefinite record with reference to relief by agencies other than the Associated Charities.

As to the latter, relief of less than \$10 and medical aid for the children was provided. Late in 1913 the usual Funds to Parents grant of \$10 monthly was made. From the comments made in the previous illustrations it is scarcely necessary to restate some of the essential considerations in a proper plan for this particular family in which all of the agencies interested might have played their parts toward definite ends. Instead we have a

#### THE SPRINGFIELD SURVEY

superficial crossing of tracks and no coherent recognition of the problems which must be studied.

#### DESERTION

Desertion is another of the most difficult disabilities to treat. It may not be considered in the same light as widowhood because the social influence exerted by each desertion case under treatment must always be taken into account. The spectacle, for instance, of rewarded desertion—that is, of the husband temporarily or permanently relieved of his responsibilities, the family in about as good shape as before he left, or in fairly good shape soon after his departure—may tend toward irresponsibility among other men wavering upon the border.

Desertion is sometimes premeditated, sometimes drifted into by men going out to look for work; it is sometimes due to intemperance or moral weaknesses, sometimes to temperamental infirmities of husband or wife. The inciting causes must be discovered and examined, and the plan must be formed upon the results of the examination. Sometimes this plan involves effecting a reconciliation or the elimination of interfering relatives. Again, it means a long hard search to find a man in another city and to bring him back to face court action. Sometimes it means arranging for him to pay stated amounts to his family weekly, and keeping him away from home. If the desertion is of long standing, the man having dropped out of sight years before, the family minus the father and husband must be planned for alone.

Let us look at a few cases selected to show in general how desertion has been dealt with in Springfield. But before doing that it may be noted that the survey found no fewer than 13 cases where the overseer of the poor was giving aid with no other information on file than that there was desertion, and with no request to the Associated Charities for a thorough investigation so that a plan of action might be developed. Whether the desertion was temporary or permanent, under no circumstances should relief in such cases be given by the overseer of the poor without the co-operation of the Associated Charities.

That society is bound to be in contact with many of the

#### CHARITIES OF SPRINGFIELD

families known to the overseer of the poor; it often has information which the latter has not; it may often secure information through sister societies in other cities; and its corps of volunteer workers may often carry out supplementary investigation and treatment which it is impossible for the much rushed overseer of the poor to undertake. Plans in connection with desertion problems deal with particularly delicate situations and are subject to rapid changes; therefore, there is need of unusually close co-operation.

The first of the illustrative records which one may here notice shows a family which had transplanted itself from a neighboring city. The husband had deserted to Springfield and the wife had followed him there with the four children, all under six years of age. We are told that the mother was lazy and dirty, would not care for the children or home, that the husband was willing to provide but had become discouraged. Most of the onus, in other words, was placed upon the wife, though it did not appear that a careful physical examination was made—a need which seemed to be indicated by the possibilities connected with the bearing of four children in four years. That might have been the reason behind the apparent laziness. The family was referred or known to the humane officer and to a religious organization; but neither of these two agencies, like the Associated Charities, was equipped to make proper investigations in the home city of the couple to learn about the personal connections of both husband and wife; what sort of bringing up each had had; what evidence the relatives on both sides gave as to personal characteristics of each of the parents, this being subject, of course, to careful comparative consideration and evaluation and sifting; whether the home life was at any time better or worse; all of this forming a basis for whatever plans might be made to bring such influences into the home, whether the family remained in Springfield or removed elsewhere, as would afford any guarantee against a repetition of the difficulties. It was not at all apparent that the factors, physical, mental, and temperamental, which have produced friction and may do so again in the future, have all been discovered, or the underlying causes discovered. It is by no means yet determined whether the man is one who should feel the coercion of the law even if placed on probation or should be

#### THE SPRINGFIELD SURVEY

dealt with by milder means. The investigating should have been done by the Associated Charities which was also called into the case and which simply provided clothing.

It may perhaps be asked what possible lines of treatment are indicated by the comparatively meager facts at hand. They might have included physical building up of the mother, followed by constant personal pressure afterward for her to do her best in her home duties, this possibly involving some volunteer training in domestic science; they might also have involved some developing of backbone and family responsibility in the man.

In a second recorded case we have what was lacking in the first, co-operation with relatives and through this a return of the husband. The mother was forty-five years of age and there were two children. The father had been staying with relatives.\*

Of course, the main end to be attained—the actual reuniting of the family with no hard feeling engendered on either side—was apparently achieved in this case by the Associated Charities, and very good work is indicated. Nevertheless it is not entirely clear whether advantage was taken of the opportunity to measure and evaluate accurately the factors involved, and to consider what means for protection against further difficulty—means possibly of a psychological character, based upon the temperaments and mental make-up of the husband and wife—might be developed. Desertion which involves a definite disappearance to escape family responsibility oftentimes indicates simple moral flabbiness, but desertion requiring reconciliation contains far more subtle mental problems. Sometimes the problems are evanescent, sometimes they are continuous and are a source of recurrent irritation.

We are informed by the record of another family that the Associated Charities secured a friendly visitor and also care during confinement for a wife of about forty, with five children, whose husband was separated from her—deserted, it appears upon the books of the overseer of the poor. Material relief amounting to \$24 was given by the overseer of the poor, \$5.00

\* It is an interesting fact that among the plain, simple people known to the Associated Charities it is more often the husband than the wife who leaves home and returns to the bosom of sympathizing relatives.

#### CHARITIES OF SPRINGFIELD

or more by a church, and \$16 by the Associated Charities. Manifestly much more work was required. If no clues available led to the tracing of the husband, it is certain that the mother was liable to break down in an attempt to carry all of the responsibilities now thrust upon her. There may easily have been a question as to whether, for a longer or shorter period, one or more of the children should not have received care in an institution or have been boarded out. Much depended upon the attitude of the mother toward her husband; and it might have been wise to have had a complaint sworn out against him to be renewed each year so that his return, if he ever did return (and deserters turn up most unexpectedly), would have been signalized by his arrest. The relief was used to carry the mother over her most difficult time; but even when restored to health it was plainly a very large contract to throw all responsibility back upon her, even with a friendly visitor, without having worked out, in conference with some of the practical workers in the city, a more definite plan as to care of the children, amount of work which the mother ought to be expected to do, and when she should begin to work at all, what regular relief might be required, always conditioned upon the wife having no further dealings with the husband.

The sum and substance of our recorded information regarding another family is that the man had deserted; the wife was thirty years old (her first name being given); there were two children, ages not given; and \$15.50 in relief was granted by the overseer of the poor. No more absurd contrast between a situation and a remedy could be imagined. While it is true that the overseer of the poor is strictly a material relief officer, it is possible to have co-operation with other agencies, and this matter was not even referred to another, though there was an interval between the two grants which made up the \$15.50. It will be observed that this was desertion occurring in a comparatively young family, the wife being only thirty years of age and having only two children. It was a time to determine pretty accurately whether the encouragement of social agencies should be in the direction of reuniting the family or of persuading the mother to go on alone, having only two children to look after. Of course, this

#### THE SPRINGFIELD SURVEY

could not be determined without an intimate knowledge of what the family life had been, the viewpoints and readiness to co-operate of relatives on both sides, the temperamental make-up of both husband and wife, the industrial record and the industrial ability of the man and the woman, the attitude of husband and wife toward each other, the true inwardness of the desertion which had already occurred, and other factors which could not be imagined without knowing a few more facts. The record does not show whether in any way the deserting husband could be found at the present time. Of course, present inability to find him does not relieve the necessity for considering the questions previously mentioned; for deserters are liable to return or to be discovered years after the desertion. What is necessary is always to have a working plan which includes the policy to be pursued if the husband is ever found.

#### MENTAL DEFICIENCY

Mental deficiency in either father, mother, or child is a most baffling difficulty in the struggle to raise the level of family conditions. If either the father or mother is affected, the possibility of a whole family of deficient children coming into being must be faced. Again, if it is the father who is mentally deficient, what is the effect on his earning capacity? If the mother, what does it mean to her homekeeping, her care of the children, particularly in the moral training of daughters? If the child, the question of suitable custodial care or custodial educational care is immediately raised.

We refer, of course, to all degrees of deficiency, not simply the ordinary forms of insanity and feeble-mindedness. Insanity, when once determined, pretty generally points to hospital care. Feeble-mindedness in adults, under present conditions, does not lead toward custodial care in Illinois. Feeble-mindedness in the child does, providing the state has room in its institution. Both in plainly evident cases of mental deficiencies among parents and in border line cases, other than insanity, it must be determined whether the family ought to be encouraged to hold together or should be broken up, and whether what is done or what is not done will help in the right solution of this question.

#### **CHARITIES OF SPRINGFIELD**

In the case of a child not eligible for various reasons for admission either to the insane hospital or to a feeble-minded institution, treatment in the home presents a tremendously difficult problem.

A reading of the Springfield cases made it quite evident that there were no data upon which to form an opinion as to the amount of mental deficiency present in the families under study. Only first-rate family rehabilitation work of a kind not yet known in Springfield, with the keeping of first-rate records, would bring out this handicap and in any appreciable way show its proportionate seriousness in complicating family problems.\* While some other disabilities will show up even in very undeveloped stages of family work, though not in true proportions, as a rule only continuous intensive work will uncover the unseen, often unsuspected, but seriously handicapping mental weaknesses.

The Springfield record for 1913 is for the most part one of inadequacy. Thus, for example, in one family containing a husband, wife, and five children, we are informed by the case record that the wife is mentally deficient. It is evident that she is not considered to be insane, but over and beyond that fact we have no really accurate data to deal with this very difficult problem. Of course, the most painstaking sort of examination by one of Springfield's mental experts should have been arranged for with an idea of determining approximately whether the weight of influence should be put against the family remaining together, or whether the mother was only capable of looking after the younger children, or in what ways she was improvable through suggestion and education; what elements of strength would have to be brought in from the outside, either through relatives or volunteers; what instructions must be given the husband; how far the teachers of the older children should participate in specially supplementing the home training and in observing growing weak or strong tendencies in their charges; how often the group interested in the family should check up with the mental expert as to

\* It was both interesting and significant that the new general secretary of the Associated Charities who took up her duties at the time of the field work of the survey quickly and continuously found herself troubled with these mental complications in families which have long been known to the Associated Charities, and which complications had never been considered in connection with other disabilities.

#### THE SPRINGFIELD SURVEY

whether the progress of the family was upward or downward; in what way the birth of another child might affect the plan, and so on. As a necessary part of all this, all the children would have to be examined to note just their mental make-up. It will not do in such instances to rely upon the observations of lay people as to the apparent normal condition of children. Wherever there is any mental deficiency in a parent it is essential to know pretty thoroughly each child's make-up.

A fourteen-year-old girl, we learn, in connection with another family, is mentally defective and was in a private institution for wayward girls for one year. Upon her return she fell in with bad company and finally was voluntarily committed to a state reformatory. Only one agency, the juvenile court, came in touch with this family. It is not entirely clear from the record that a careful diagnosis of the girl's condition was made and whether either institution was exactly the right one for her. Everything being dependent upon a far more accurate diagnosis of her actual mental condition, it is idle to consider possible ways and means of treatment. Considering the institutional facilities of the state, it is possible that there was no other place where she could be sent. At the same time it should have been determined in this as in all other cases just what kind of mental deficiency is indicated. If the girl was a moron, nothing less than custodial care in an institution would meet the situation. But there are certain degrees of mental deficiency which may connote treatment in the home. There is very little in the Springfield record upon which to individualize treatment.

In still another case, the fifteen-year-old daughter of an insane mother was placed in charge of the probation officer and in 1914 sent to the state reformatory in connection with apparent immorality. It was extremely necessary that, even before being placed in charge of the officer, a very accurate diagnosis of the girl's condition should have been made. The experiment of probation might have been shown to be a very dangerous one, considering the girl's mental make-up, or if she was essentially sane, the diagnosis would have indicated what special safeguards should be thrown about her. The probation plan was a failure. It might have been so anyway, but it is a pretty safe rule in the

## CHARITIES OF SPRINGFIELD

case of delinquent children, especially in the case of girls who are inclined to sex waywardness, to be informed as soon as possible very accurately as to their mental condition.

If one thing more than anything else characterizes the present work of progressive associated charities and other similar organizations, it is increasing attention to mental deficiencies of all kinds, their proper treatment through careful planning along psychological and psychiatric lines, in cases where hospital or custodial care is not necessary. Unfortunately it cannot be said that Springfield has gone very far in developing this kind of service, since the first essential—carefully recorded mental diagnoses—is not a regular part of the local charity work.

## INTEMPERANCE

Intemperance is not by any means incurable, but its treatment requires thoughtful effort and resourceful planning. It must be fought with different weapons for different men (and sometimes women) with different make-ups. Treatment which merely helps the family along and decries the vice should not be encouraged. The habit itself must be attacked along lines which look the most hopeful of results. If in a given case it cannot be lessened, there may come a time when the breaking up of the family will need to be considered and undertaken. Let us notice a few cases showing the handling of intemperance in Springfield.

Constructive work to some degree is shown in one local instance wherein, through the efforts of the Associated Charities, the wages of an intemperate man, who was a skilled artisan and did not lose employment on account of his infirmity, were consigned to his wife. During the year a little over \$100 was received from the overseer of the poor, as well as about \$20 from the Associated Charities. These expenditures were justified on the ground that the wife was suffering from tuberculosis. So far as it went this treatment was good, but of course it was limited. While temporarily at least the economic effects of the drinking, so far as the wife was concerned, were apparently reduced to a minimum, there was no reason to expect that there would not be complications with the money coming to her directly. There is still the personal influence which the husband may exert to divert money

#### THE SPRINGFIELD SURVEY

his way by the use of persuasion. The worry and mental embarrassment would still be present. There were four children under fourteen in the family. The question needed careful consideration as to whether the health of the wife, just at this time, combined with the partial irresponsibility of the husband, would make it desirable for her to be relieved, for a time, of the care of them all. Then too some plan should have been attempted with reference to the intemperance itself. This might have involved the interest of the church or of a man volunteer visitor to develop purely friendly relations with the husband, to be followed by definitely friendly and interested pressure and watchfulness in stiffening up his power of resistance. This would have involved considerable knowledge of habits and of propensities, and an attempt to divert the man's energies into the direction of other forms of recreation or of a renewed interest in the pleasures of his children.

A summary of the record of another family known to the Associated Charities and consisting of a husband less than forty years of age, a wife a few years younger, and three children, would indicate that it was considered that no family need existed because the man was a chronic inebriate. Of course every sort of need existed. When the last definite plan of hopefulness with reference to the man had failed it would then be a case of considering whether the welfare of the children, moral and otherwise, was being seriously jeopardized, and whether an attempt should be made to bring them into the juvenile court.

Again, a motherless girl of eleven was released on probation to her father on condition that he stop drinking and remove to a suitable abiding place for himself and his child. He had been living in some very bad basements. The family was followed for three months only after this action. At the end of that time the living conditions were not changed and no later visits were made or any other action taken. This family was known only to the juvenile court, and it is unfortunate that the co-operation of other agencies was not secured in working with the court. The problem was more acute because there was no mother to serve as a buffer and the girl was reaching a dangerous age. There are many cases where the appeal to the moral side alone is not suffi-

#### **CHARITIES OF SPRINGFIELD**

cient. Such an appeal is involved in all simple pledges or promises or agreements in which the entire responsibility for the necessary transformation in conduct is left with the offender. As long as the child was allowed to remain with her father, nothing short of a pretty careful oversight by a volunteer involving definite disciplinary treatment, and if necessary treatment of the strong arm or some other sort should have been arranged.

We are unable to find any constructive treatment provided in another family where the mother was ill, the husband being reported as intemperate and apparently not properly providing for his family. The mother was sent to the hospital, a temporary home was found for the three children, but so far as the man was concerned we find no record of any attempt at correction either by coercive, persuasive, or physical treatment. The situation apparently would at least warrant the beginning of non-support proceedings, which would force the father to contribute toward the support of his children wherever placed.

In a community where effective family rehabilitation work has not been developed, coercive methods, such as court proceedings, offer the greatest hope of results. The application of more careful study, and of mental treatment, to an intemperate person comes only when investigation and treatment itself have reached a good degree of excellence. It should be stated, also, that in Illinois there are no satisfactory corrective institutions for the care of inebriates, which much complicates the possibilities of successful treatment in difficult cases.

#### **TUBERCULOSIS**

Tuberculosis has often been called a family disease. By that is meant that much strength of character in the patient himself is required to successfully combat its progress; that the disease is so insidious in its method of infecting its victims, so seemingly harmless in its earliest stages, so often prolonged even where the outcome is fatal, so vitally affected by all psychical as well as physical conditions, as to make impossible its treatment in the family group apart from the other problems of the family. Only in the isolation of a sanitarium does the problem become a preponderantly individual one.

#### THE SPRINGFIELD SURVEY

It is fortunate that between the two largest social agencies in Springfield dealing with families in their homes, which have permanent offices and paid staffs, namely, the Associated Charities and the Tuberculosis Association, cordial and close relations have always existed. There has been a pretty clear understanding of the division of work between the two. This was in substance that the Tuberculosis Association would look after the home hygiene and nursing side as well as the sending of patients to sanitaria, and, in some cases, through its special fund, pay for the care of the indigent ones in the Open Air Colony, while the Associated Charities would take hold of the family problems, including the one of supplemental relief, with those families whose resources were not sufficient to justify their being left to work out their own destiny, with the educational advice of the Tuberculosis Association. We use the word "resources" in a large sense, by no means limiting it to financial resources. We mean to include mental and moral resources found not only in the family but its relatives and other connections. The Tuberculosis Association is occupied mainly with educational work in people's homes, and of course deals with many families which need this service only, but the proportion of families dealt with needing other services also is large.

The presence of tuberculosis in a family, instead of being an isolated problem, is one which affects and is affected by every other—by habits of life, by moral stamina, by mental equipment. For instance, a particularly good and affectionate family group may unconsciously and perniciously aid the foe by kissing, and by humoring the wrong notions which a patient may evolve. It is peculiarly difficult, therefore, to comment upon the thoroughness of the planning in connection with records as incomplete as those found in Springfield. Take the matter of mere technique to prevent infection. Only those who have intimately dealt with tuberculosis can realize the numerous pitfalls which are presented by a family's habits and lack of reasoning powers. We do not refer to pure obstinate carelessness, but to the many instances in which families trying to do the right thing fail. The cases of simple obstinacy and brutal neglect of precautions will be indicated in such records as Springfield furnished, but not

#### CHARITIES OF SPRINGFIELD

the many other points involving more technical social service. Then, too, the obvious problem of the husband's intemperance may be pictured, but not the pessimism of the good husband and the indifference of children which may be unfavorably affecting the recovery of the mother of a family and may be increasing the dangers of infection. We are beginning to realize that the psychical aspects of tuberculosis are as important as the physical, as indeed they are in all diseases, only more so in tuberculosis. For these reasons we do not think it profitable to discuss any records under this heading in an extended way, but simply to comment upon a few with reference to the apparent adequacy of the financial plans and the adequacy of co-operation, particularly that existing between the two agencies previously mentioned, upon whom must fall the larger part of the burden of home care of tuberculosis.

We find in one family that tuberculosis had attacked the father, the mother, two breadwinning children, and two younger children in a family group of 10. Home treatment was apparently sufficient in the case of the father and the oldest son, and apparently they did some work at least. But the young girl of working age had to be sent to a sanitarium, and during her absence the Associated Charities raised a fund of \$110, largely drawn from three co-operating churches, to replace the lost earnings and so to prevent the family from becoming too stinted in income. There were both co-operation and financial planning apparent here.

We are not sure but that a reference should have been made to the Associated Charities in the case of another family, where the husband and father was suffering from moderately advanced tuberculosis. His wife was middle aged. There were three girls of working age, one earning \$3.00 weekly, another a small amount not indicated, possibly \$5.00 weekly; the third, a girl of fifteen, not working; and two younger children. A married daughter living in a nearby city is reported to have the disease in an advanced stage. This would seem to be a case in which some economic problems would have to be worked out, especially in view of the fact that two members of the family, though one was now away from it, had fallen victims of the dis-

#### THE SPRINGFIELD SURVEY

ease. The occupation of the man indicated that when well his earnings ran between \$50 and \$60 monthly—at best never in receipt of a large income. A determination of proper income and how it should be raised, including the question of the working of the fifteen-year-old girl, was evidently required. As a matter of fact, we learned that a church did give \$7.43; another church society was interested but no plan was apparent.

One of the most interesting families was known only to the Tuberculosis Association. It consisted of a middle-aged couple with nine children. The father was earning \$12 weekly. A boy had tuberculosis. Three children of working age were in school. Considering the wage of the father and the necessary additional expense involved in the proper care of the patient, it is evident, we believe, that some economic readjustment was necessary; possibly the deferring of further schooling for the time being on the part of one child who would seek employment, or arranging for other source of additional income.

There was very good co-operation in another case where a young girl under treatment by the Tuberculosis Association was living with a father who, though able, was failing to properly care for her. The Associated Charities provided a tent and other appurtenances and secured the assistance of relatives who took charge of the girl.

Our general conclusions from an examination of the records was that the co-operation between the two agencies previously mentioned was one of the most encouraging things about the Springfield situation, and that upon it may be developed a far more efficient and comprehensive working together.

In all, 84 families were treated by the Tuberculosis Association and of these, non-medical agencies were interested in 23.

#### SICKNESS OTHER THAN TUBERCULOSIS

It has been seen that a very large proportion of the families recorded in 1913 as disabled were in that condition on account of sickness other than tuberculosis—approximately two-thirds from these other causes. And if we add the families in which blindness or crippled condition played a part, the proportion is further increased. Part of these were cared for outside of their homes,

#### CHARITIES OF SPRINGFIELD

and the character and needs of that kind of work have already been discussed. As for the remaining considerable number of families disabled by sickness, but which could not be treated outside their homes, the records tell practically the same story of inadequate attention as that already indicated and illustrated in connection with other disabilities. In some cases, showing a more obvious need of medical care, the home care was provided, and resulted in the recovery of the ill member and in a consequent improvement of home conditions; but in general it must be said that investigation of the facts of the cases, their recording, and any adequate planning and treatment were absent.

Moreover, it should be pointed out that some of the sickness in these families is of a type recognized as largely or wholly preventable. It should be reduced not only as a health measure, but as a charitable endeavor. Important as is the work to reconstruct and rehabilitate families already disabled by sickness, it is still more important that the activities of the community along public health and sanitation lines be so improved as to reduce the amount of sickness to a minimum.\*

#### IRREGULAR SCHOOL ATTENDANCE

Irregular school attendance is within our definition of disabilities in that it signifies subnormal conditions in the families. Aside from its importance as affecting the educational opportunities of the children concerned, it often involves problems of child labor, illness in the home, family dependency, and other handicaps. It is not to be regarded as merely a police problem of locating truants and returning them to school: but rather as a problem requiring careful thought and planning, as in the cases already discussed—planning aimed at restoring the family to normal conditions.

The importance of irregular school attendance as a community problem was so little recognized at the time of our investigations in Springfield and was so inadequately revealed by the data available as to deserve special emphasis here.†

\* For a presentation of the local public health situation and a health program to meet present needs, see Schneider, op. cit.

† Since the survey field work, some improvement has been made in the activities aimed against truancy, but the situation has not been greatly changed.

#### THE SPRINGFIELD SURVEY

Previous to 1914 no records of value were kept by the truancy officer; at least no such records were on file in the office of the board of education. Beginning the first of the school year 1913-1914, an index was maintained which up to the time of the death of the incumbent, early in 1914, contained a reference to children in 65 families—sometimes to more than one child in a family. Of these 65 families, 40 were not known to other agencies. In addition to the remaining 25 families which were known to one or more social agencies, only three cases of truancy were noted in the records of these agencies; that is, out of a total of 1,724 Springfield families known to agencies other than the truancy officer, only 28 appear to involve irregular school attendance.

This is almost certainly an indication of insufficient scrutiny and recording of the important elements in cases needing assistance rather than an indication of an unusually small amount of absences and irregular attendance. This conclusion was borne out by a special investigation made of six families chosen with no reference whatever to this particular disability. The families made a surprisingly large showing of child labor and school attendance problems.\*

Obviously, irregular school attendance will affect the quality of the school work done by these children. In order to get some indication of results of this kind, a study of the school progress of children in a number of families receiving aid was made. The test could not be applied to our total of 1,764 families without asking too much time of teachers and others. It was decided, therefore, to take all of the families known actively to the Associated Charities and whose children were attending public (not parochial) schools between February 1, 1914, and April 15, 1914—the ten weeks next preceding the field work of the survey, and in the middle of the school year. There were 49 such families.

Through the co-operation of the teachers and principals a report was obtained for all the children of school age in these families. It was found that in 38 out of the 49 families there were one or more children "over-age"; that is, two or more years

\* For a discussion of child labor in Springfield see companion report, Odencrantz, Louise C., and Potter, Zenas L.: Industrial Conditions in Springfield, Illinois. (The Springfield Survey.)

#### CHARITIES OF SPRINGFIELD

older than the ordinary age of their respective classes. In only 11 families were there no over-age children.

Again, 109 school children were found in these families. Of these 55, or about 50 per cent, were over-age, while 24 were three years or more over-age. In the study of all school children made in the public schools section of the Springfield Survey the per cent of over-age children in the elementary school population was found to be 24.\* Thus in this little group of families we find the per cent of over-age children more than double that in the entire city. It should not, of course, be hastily assumed that the total of families requiring one form or another of social service would show the same high percentage. In families known exclusively to the medical agencies, for instance, there would in all probability be a smaller proportion of over-age children than among those known to the Associated Charities. Nevertheless the families coming to the Associated Charities represent no particular type of people, but all types; and with due allowance made for the fact that some of the backward condition of children may be due to inferior home environment or mental development, the unwholesome effects of irregular school attendance are still seen in the very high proportion of backward children in the group studied.

An inquiry into the attention given in these cases showed it to be inadequate to reduce these unwholesome effects to a reasonable minimum.

Up to the middle of April of the school year beginning September, 1913, the 109 children were absent an aggregate of 2,064 days, an average of 19 days each. The reasons given for absences in 94 instances were ascertained, and are classified in Table 6 on page 92.

The absences on the ground of illness, the reason given in the largest number of cases, were not always backed up with proper certification.† Illness, uncertified, may of course cover a multitude of other things; it may become a sort of omnibus excuse.

\* Ayres, Leonard P.: The Public Schools of Springfield, Illinois, p. 50. (The Springfield Survey.)

† For further discussion of proper certification for absences, see section on reorganization of the school attendance bureau, p. 146 of this volume.

THE SPRINGFIELD SURVEY

**TABLE 6.—REASONS GIVEN FOR 94 OF THE ABSENCES FROM  
SCHOOL. SPRINGFIELD, 1913**

Reason given for absence	Absences
Illness of child.....	50
Illness at home.....	8
Needed at home.....	15
Lack of shoes or clothing.....	6
Indifference.....	4
Neglect.....	3
Mental deficiency.....	3
Truancy.....	1
Left city.....	1
Sells papers.....	1
Storm.....	1
No apparent reason.....	1
Total.....	94

But there were other special data obtained from the school records, not included in the above table, which show something of the laxness prevailing with respect to compelling a better use of the golden school days of youth, laxness which can be done away with only by better understanding and co-operation between the schools and social agencies. Among these were the special explanations of absences. A few examples follow:

- Stopped school to work. Age 13.
- Absent to work (18 half days). Age 13.
- One leg gone.
- Absence due to distance from school.
- Truant and re-entered in March.
- Entered September 22d, left October 31st. Working. Age 13.
- Enrolled for 10 days only.
- Absent 48 days, lives long distance from school.
- Absent 55 days, lives long distance from school.
- Goes to dispensary. Age 10.

A social worker in the city reported frequently finding children at home from school in the families she visited. In one instance several children in one family had not been entered in school again since the family had moved from one school district to

#### **CHARITIES OF SPRINGFIELD**

another a month or two before, although the fact had been reported to the principal twice. In another instance this social worker reported to a principal that a child was out of school; and the principal said the father was ill and the child was needed at home. The worker explained, however, that the father was not confined to his home and that the child was not needed.

In another case a principal considered it a valid excuse for a boy to stay out occasionally to peddle.

Again, during the course of a special medical investigation in one school, it was discovered that one child had been out of school for a whole year taking care of a baby.

Still again, our investigator on one occasion saw a number of children of school age playing in the streets during school hours. The principal of the public school nearby said they must belong to a parochial school which was having a holiday. But the parochial school was visited and it was discovered that school was in session.

The laxness was not all on the side of the schools; the social agencies had not fully measured up to their responsibilities in dealing with this important problem. For instance, there has not always been insistence by the agencies upon the return of children to school, and unnecessary absences have sometimes been condoned. On the other hand, in the light of some of the illustrations given, it is only fair to question whether the social organizations have not sometimes been handicapped by the attitude of the school officials themselves.

One of the great needs, to reiterate, is a tonic strengthening up of the co-operation between school and social agencies in the oversight of children in families struggling with problems of subnormal living. Recommendations for improving the work directed against irregular school attendance are presented in Part Four, dealing with the social agencies of the city.

#### **NON-SUPPORT OF FAMILY**

Desertion of family always involves non-support of the family, but non-support does not by any means always involve desertion. A man may be living with his family, for example, and still fail to support it. To see just how effectually non-supporters

### THE SPRINGFIELD SURVEY

who could be gotten hold of were being dealt with by court action in Springfield, an examination was made of the non-support proceedings (called abandonment proceedings) in the county court. It was found that in 1913, 28 cases of abandonment were brought by the state's attorney, upon complaint of the wives in practically every case.

The status of these cases at the time of the survey was shown by the court records as follows:

**TABLE 7.—STATUS, AS SHOWN BY COURT RECORD, OF 28 CASES OF NON-SUPPORT. SPRINGFIELD, 1913**

Status of case as shown by court record	Cases of non-support
Pending . . . . .	10
Pending result of divorce suit . . . . .	1
Pending, defendant deserted . . . . .	3
Paroled . . . . .	1
Defendant ordered to make weekly payments to family <sup>a</sup> . . . . .	4
Defendant dead . . . . .	1
Stricken from calendar . . . . .	8
Total . . . . .	28

<sup>a</sup> The amounts were \$1.50, \$3.00, \$3.00, \$4.00.

This is not exactly a good record. Judging from this and the facts in our registration of families, very little progress was being made in the solution of the non-support problem. We have indicated several instances in the fragments of family histories given, wherein the husbands and fathers were not living up to their responsibilities. Our records could offer many more if necessary, and in still other instances non-support is concealed in records which are too meager for us definitely to attempt any classification. That non-support was one of the serious unchecked evils in the social field in Springfield was quite clear.

It is observed from the table that court orders had been issued in only four instances. We may presume that paroling may be effective in the one instance where it was tried. In three of the "pending" cases the husband had actually deserted. It is likely that some of the other pending cases have this complica-

#### CHARITIES OF SPRINGFIELD

tion also. In eight instances the cases have been settled outside of court—stricken from the calendar. Adding say four of the pending, we have 12 cases where the wife had probably yielded to the eloquence of husband, relatives, or others. Now if this had meant the actual improvement of home conditions, there would be no need of further consideration. But we know, from a general knowledge of the Springfield situation, that such disposition did not mean this in all cases. Later in our special investigation of a number of families one of the above families was visited, and the very bad conditions found tended to bear out this conclusion.

The failure to bring more such cases to court, and the failure to pursue to the end more of the cases brought, was due to the fact that there was no organization in Springfield which made this its business, both by giving these cases careful attention and by giving moral backing to the wife for carrying the proceedings through. The state attorney's office informed us that no case in 1913 could be recalled in which anyone excepting the wife came in and asked to have the papers made out. Thus the wife is often in a position of complete isolation, with no one urging her to remember her duties towards her children as well as towards her husband.\*

#### INCOME AND COST OF LIVING

In any consideration of dependency it is necessary to cover questions of income and outgo, both with reference to all families given assistance and with reference to those families in which continued material relief is necessary. This is true in general because of the vital connection between wages on the one hand and family well-being, physical and otherwise, on the other; and it is true of families receiving relief, in particular, because the determination of the right amount of supplementary relief depends upon an accurate summing up of income and outgo, and an estimate of what the family actually requires. Those determinations are involved in the principle of "adequate relief."

\* In the period between field work and publication of the survey findings some improvement has been made in bringing legal influence to bear upon non-supporting husbands and fathers.

## THE SPRINGFIELD SURVEY

The attempt to set a figure on the cost of living immediately raises the question whether a minimum standard of living can or should be determined upon. While at one time social workers were inclined to regard such minimum standards as arithmetical positives which must be ascertained and rigidly adhered to, it is now affirmed by a growing group that at best they can be only approximate variables. There can be no absolute standards; such standards as we may succeed in working out must be used as principles, not as measuring sticks. To take a parallel example, we know in the consideration of a family in which there is tuberculosis that we should make every effort to prevent the spread of the infection. That is a principle; but in its application there are endless variations and complications, depending upon the peculiar family conditions in each case. So here it is impossible for one to say, "Every family must have exactly so much income," or "Every family must have exactly so much supplementary relief." What can be said is that "Here are some gathered data which give us certain standards as to normal needs and costs, and which we may use as guide posts." We can easily determine, for instance, that an income of \$3.00 per week against needs standardized at \$6.75 for a certain sized family is insufficient. We cannot say that an income of exactly \$6.75 will meet the situation and is the least amount which will; but if it falls very far short of that we can say that it is too small.

### Rents

Now the records of family rehabilitation work in Springfield throw far too little light upon the cost of living. The only old records in which much attempt had been made to record systematically occupation, wages, and rent, were the records of tuberculous patients in the tuberculosis dispensary.\* On only one of these items-rent-were there sufficient data available to make tabulation worth while.

In 83 out of the total of 1,764 records of families, rent was distinctly recorded. The grand total of monthly rent in these

\* Since the field work of the survey the Associated Charities has been making careful note in its records of occupations, duration of employment, and wages of families with which it has been dealing.

#### CHARITIES OF SPRINGFIELD

83 cases was \$664, the number of persons involved was 399, giving an average of \$1.66 per person per month.

In 53 out of the 83 instances the number of rooms occupied was recorded, the total number being 167. The total rent charged for these 167 rooms was \$392.50, so that the average rent was \$2.35 per room per month. The highest rent recorded was \$12 for two rooms, and the lowest, \$5.00 for two rooms.

In 10 of the 53 cases there were two rooms; in 25, three rooms; in the other 18, four rooms. For 53 families embracing 245 persons, there were 167 rooms, or an average of 1.47 persons per room.

The average rent per family, irrespective of numbers, was roughly \$8.00. In only 12 instances was the rent less than \$6.00; in 22, it was between \$6.00 and \$8.00; in 49, or 60 per cent, it was \$8.00 or over. Rent per family has almost as much significance as rent per room, because houses are rented in Springfield—not tenements. According to the United States Census of 1910 there were in Springfield 11,905 families living in 11,214 houses.\* In other words, there were practically as many dwellings as there were families, while in all Illinois cities of 25,000 or over the proportion was 1,698 families to each 1,000 dwellings.

On the basis of these facts it would seem fair to assume a minimum expenditure of \$8.00 for rent for the normal family of from three to six persons requiring three or four rooms. The small number of cases used in arriving at this estimate should, however, be kept in mind.

#### Food Costs

An attempt was made to ascertain whether any of the social workers in the city, in connection with local relief work, had any rough and ready approximations of food costs. No evidence that such approximations were in use could be found. As a matter of fact, systematic continuous relief had seldom been given in the work with families in Springfield. Even in cases of continuous relief, like the Funds to Parents allowance, for instance, the amounts seemed to be given upon some rule of thumb basis

\* United States Census for 1910.

#### THE SPRINGFIELD SURVEY

rather than on a basis of ascertained need, \$8.00 or \$10 being given to families of many sizes with widely varying incomes.

It was not possible in the Charities Survey to go into a searching investigation of cost of living; but it did seem advisable and necessary, in connection with subsequent work with families in the city, to gain at least an approximate idea of the cost of food.

A suggestive set of menus for meals for a family of six, based on an average daily cost of 95 cents and planned for periods of two weeks, has been worked out by Miss Winifred S. Gibbs, dietitian and teacher of cooking of the New York Association for Improving the Condition of the Poor.\* "When you use the first set of bills of fare," writes Miss Gibbs, "remember they show you only the very smallest amount you can give the family to keep them well." These menus were submitted to Miss Cleo Jennings, manager of the local Young Women's Christian Association cafeteria, for comparison with Springfield prices of the present day. Miss Jennings was peculiarly qualified to make these comparisons because she not only bought in bulk for the cafeteria, but sold, at current retail prices, materials required for the use of the cooking classes of the Young Women's Christian Association.

A detailed statement was made by Miss Jennings of the price in Springfield of each item listed by Miss Gibbs in her menu for one week. The following table gives for each day of the week the amount by which the total cost in Springfield of the materials itemized for that day exceeded or was less than their total cost in New York in 1909, the date of Miss Gibbs' study.†

The items of food used in making these comparisons included milk, cornmeal, sugar, rice, beef heart, prunes, coffee, tea, cocoa shells, butter, bread, potatoes, tripe, molasses, oatmeal, apples, and a few others. It is seen from the table that the net cost of the week's supplies was lower in Springfield by approximately 8 cents. Now at 95 cents a day the weekly food cost was \$6.65. Of this amount 8 cents is only about 1 per cent. Thus the figure

\* *Lessons on the Proper Feeding of the Family*, pp. 8 ff. New York Association for Improving the Condition of the Poor, 1909.

† For comparison between Springfield and New York of the costs of various items of food used, see Appendix E, p. 173.

### CHARITIES OF SPRINGFIELD

\$6.65 may be considered to approximate the minimum weekly allowance for food for a normal family of six. But as stated before, this is to serve only as a guide, not as a measure.

**TABLE 8.—DIFFERENCES IN FOOD PRICES FOR IDENTICAL MENU  
BETWEEN NEW YORK, 1909, AND SPRINGFIELD, 1913**

Day of week	Springfield prices as compared with New York prices	
	Less by	Greater by
First day.....	\$ .01	..
Second day.....	.07	
Third day.....	..	\$ .05
Fourth day.....	..	.08
Fifth day.....	.06	..
Sixth day.....	.03	..
Seventh day.....	.04	..
Total.....	\$ .21	\$ .13

Springfield prices for the week less than New York prices by 8 cents.

No attempt was made to estimate the other items in cost of living, because an endeavor to reach even a distant approximation within our time limits seemed impracticable.

We now have at least some rough conception of what food and rent costs mean to families with small incomes. In addition the cost of clothing must be met, to say nothing of other expenses involved in any approximation of normal living. On the basis of this we at least know that we cannot expect a widow to support herself and three children on \$3.00 or \$4.00 a week. And we know also that in work aimed at rehabilitation, at really setting people on their feet and restoring normal home conditions, the economic factors may not be disregarded.

We may go further. As in the case of families disabled through sickness, so with families disabled because of inadequate wages, unemployment, intermittent employment, or other unfavorable economic conditions; work aimed at removing or changing or preventing such conditions is of first importance.\*

\* For discussion of wages and home conditions see Odencrantz and Potter, op. cit.

#### THE SPRINGFIELD SURVEY

And in all of these connections the social agencies need to establish at least some general principles for determining family income needs—principles founded on more thoroughgoing study of the facts of local costs of living than was here possible. The figures presented, as already stated, are intended merely as makeshifts and illustration for the rehabilitation work until this further inquiry can be made.

#### SUMMARY

To sum up the main features of the situation in Springfield with reference to family disabilities and treatment:

It was found that over 1,750 families were not able to function normally and received some kind of social service from social agencies in 1913, the year studied. Although modern methods of co-operation in social work would presuppose that a very large proportion of these had become known to at least two organizations in the city, the number known to only one agency was 1,467, or over 80 per cent of all. The usual center for coördinating work for families, the Associated Charities, knew only a few more than 200 families out of the total of 1,764, and some of them were known only to it.

The records of the organizations showed the factors in family conditions which signified subnormal conditions to be widowhood, tuberculosis, sickness other than tuberculosis, desertion, mental deficiency, intemperance, unemployment, irregular school attendance, crippled conditions, blindness, and non-support. In much the largest proportion of families only one disability was recorded per family, which in view of other local facts and of experience elsewhere in family work, immediately raised a question as to whether attention was being given to all needs of the families under care.

In the case of 169 families recorded as having two or more disabilities per family, sickness, widowhood, desertion, intemperance, unemployment, and irregular school attendance were seen to combine as important factors in family dependency.

Having classified the families according to the recorded factors contributing to their subnormal condition, the records in each group were carefully studied. This study, together with facts

#### **CHARITIES OF SPRINGFIELD**

such as the foregoing, led to the formulation of certain general conclusions regarding the charitable work of Springfield. There were some exceptions to the conclusions, of course, but in the main they held true.

First, the data recorded by the local agencies responsible for family care were very incomplete.

Second, although recognizing that in many cases disabilities and other facts were probably ascertained but not recorded, it was evident that investigation of conditions in homes was not thoroughly and systematically made.

Third, inasmuch as comprehensive and intelligent treatment depends upon a broad basis of fact, it follows that this kind of family treatment was not possible with the insufficient investigations and record keeping found in Springfield.

Fourth, in consequence, what was accomplished in actual rehabilitation, that is, toward the restoration of families to independence and normal living, was largely fragmentary.



**PART FOUR**  
**SOCIAL AGENCIES DEALING WITH FAMILIES**



## VIII

### PRIVATE AGENCIES PROVIDING SOCIAL SERVICE

#### THE ASSOCIATED CHARITIES

Ordinarily the work of the Associated Charities covers a very broad field. It is aimed to help those who are dependent or otherwise in abnormal conditions. In order to get some idea of the type of calls for service which come to this organization, a quick review was made of the problems which came up for treatment in some twenty days just preceding the survey. The period was not midwinter, when family problems are likely to be most acute, but in the late spring. The number of cases involving either new problems or new phases of old problems which demanded attention exceeded 50 (in the winter months of 1915 the number exceeded 200), and represented a great variety of needs. Here, for example, was Mrs. W—, who came to the organization asking for help. She had one child of twelve, and had separated from her husband. His whereabouts was not known. The woman showed signs of tuberculosis, but was unwilling to be examined. She was proud and loath to receive aid, but her day's work did not bring in enough to meet her needs. The Associated Charities was asked to help.

In another case the husband was shiftless and seldom worked. The wife supported the family by washing, and the children were out of school for lack of clothing. A boy of twelve had been taken out of school to work, the work certificate being secured by false swearing as to his age. The family asked for assistance and the Associated Charities was called upon to decide what kind of assistance would be best, and then try to provide it.

Again, the aid of the Associated Charities was asked for a mother and her illegitimate child. The woman was keeping house with her sister. The father of the child was sending her some money, and she stated that he had been in town twice not

#### THE SPRINGFIELD SURVEY

long before. She refused to tell where he was staying or for whom he was working. Her mother, living in a nearby town, had been visited for help, with no helpful result. The woman was in need of assistance.

Still again, in another family, the father was ill and the mother mentally deficient. There were four children, one over fifteen who was not working, and one of twelve; another who was a cripple; one daughter was married. The home was dirty and insanitary, and the family needed attention.

Thus, through the 50 cases, the problems involved in putting the families on their feet again were of many kinds and complex. In every case the service needed, if it were to be upbuilding in its effect, was more than the mere giving of food, fuel, and shelter, necessary as that may have been as a part of the treatment. The calls were for many kinds of service.

To cover this field of work the Associated Charities had, at the time of the survey, a staff consisting of a superintendent or general secretary and an office helper. The superintendent had previous experience in social work but did not have special training for the Associated Charities field. As this report goes to press, however, the superintendent, who had been quite consciously bridging over the period until the work could be reorganized, transferred her endeavors to a field of work more in line with her past experience, and a new superintendent, secured as a result of the survey and upon the recommendation of the writer of this report, is taking up her duties in Springfield.\*

The offices of the organization on the top floor of the city hall provided sufficient space for the present, but they were in serious need of rearrangement. The present office of the general secretary should be transformed into a reception room and the present store room divided up to provide office space for the general secretary and an assistant secretary. It may be necessary to use glass partitions for the proper lighting of the different rooms. Such a rearrangement will be made possible when the Associated Charities turns its clothes depot over to some other

\* In the period since the survey field work the office helper was replaced by a stenographer, thus facilitating the office work and releasing some of the secretary's time for more important duties.

#### CHARITIES OF SPRINGFIELD

organization of the city, as recommended in a later section of this report.

An examination of the records of 1913 revealed in the first place a very poor system of record keeping. A number of extremely capable Springfield women working as volunteers on the survey had great difficulty in discovering what was the basis of fact and what were the essentials of the plan upon which action was taken in the cases under treatment; in some instances they could not even discover what action, if any, had been taken. Thus, while occasionally records showed flashes of excellent treatment here and there, in general it must be said that they revealed no high standards of work in the direction either of thoroughgoing investigation or comprehensive treatment. In many instances it seemed to be a case of drifting along. This was undoubtedly due in part to the very heavy burden of work to be carried with only a small staff of workers provided.\*

Almost the first effect of the survey came as a result of the volunteer work of these Springfield women. They, some of them members of the Associated Charities board, and the secretary at that time, were convinced of the advisability of better record keeping, and set about reorganizing the system and installing new methods in line with practical experience elsewhere. The records of each family have been brought together and properly indexed.

The improvement in office methods should be extended to cover one or two other matters. Telephone orders on stores, for instance, were not followed immediately by written orders confirming them, but the secretary would make a note of orders and send confirmations at the end of the month. Orders were made from a book which required the filling out of a stub. Then, when bills came in at the first of the month, the orders were checked with the stubs, and not with the case records, to see if the items had been properly entered. Instead of this method we should suggest the issuance of the written order immediately

\* Improvements were made in investigational methods and the treatment of cases during the interval between the survey field work and the issuing of the report. Among these was the appointment of a committee which, during the acute unemployment period in the winter of 1914-15, planned and carried out a scheme for furnishing work to needy applicants out of work.

#### THE SPRINGFIELD SURVEY

after the telephone request so as to prevent error in amount, and so forth; also confirmation of the correctness of the relief entries in the case records by checking them with the monthly bills.

#### Handling Special Funds

Another matter of office routine had to do with handling funds. Special contributions for relief were received and expended by the secretary. A record was kept of them, but the money, being in comparatively small amounts, did not pass through the treasurer's hands and no formal receipts were required. Moreover, this special fund was used as a "petty cash" fund. Most expenditures were by orders on different stores, the bills were paid by check once a month; but small expenditures were made from the cash on hand in the "special" fund and no voucher is taken for it. The system should be changed so that all moneys received will pass through the treasurer's hands, and vouchers should also be obtained for all expenditures. This may be easily effected by having two bank accounts, one for the general fund and one for the special fund. Furthermore, an effort should be made to develop the special case appeal plan; that is, appeals personally or by letter on behalf of individual families, made by paid or volunteer workers.

#### Co-operation and Community Movements

The review of the 1913 records also revealed a considerable amount of co-operation with other agencies, particularly with the Tuberculosis Association, the overseer of the poor, the humane officer, some of the churches, and the Home for the Friendless.\* But so far as could be ascertained, this co-operation was unsystematic, excepting in the case of the Tuberculosis Association. The relations between the other agencies and the Associated Charities, while generally cordial, were often of a superficial character. This organization, which ordinarily would be the point of contact for many pieces of co-operative social work, was not living up to its opportunities or its responsibilities.

\* More recently, co-operation from the St. Vincent de Paul Society, the city physician, the school nurses, and the woman deputy sheriff has improved.

#### CHARITIES OF SPRINGFIELD

While we would not disparage for a minute the hard service of those who have been the secretaries of the society nor that of members who have been actively interested in the work, it nevertheless should be said that the conditions found at the time of the survey led inevitably to the conclusion that the organization was still thinking and acting in terms of an earlier period of charity



CHARITY AND SPRINGFIELD HOUSING

One chief aim in modern charity work is to eliminate abnormal conditions of family life and to promote normal conditions, whether the conditions relate only to the particular family or are of a general character. Important in such a program of work is the establishing and maintaining of reasonable housing standards throughout the city

work. To the rapidly developing standards of family rehabilitation it had but faintly responded. This was further indicated by the fact that the income of the organization had remained stationary for many years and that the superintendent has been obliged to struggle along with insufficient help. Until within the

#### THE SPRINGFIELD SURVEY

last year, moreover, the society has not recognized the importance of professional equipment for the person filling its superintendency. Not only has this left its serious impress upon the family work, but it has made it impossible for the superintendent to assume a position of leadership in community movements.

The Associated Charities had not been active and prominent in connection with the social activities of the city—the movements looking toward improvement of conditions. Its relation to the other agencies of the city, as well as to neglected families,—it being in fact the general practitioner in the family rehabilitation field,—should lead it to initiate such movements. For example, the industrial section of the survey reveals many loopholes in the administrative system by which the illegal employment of children has been accomplished.\* With a proper investigating system in the family field, these evils would have been discovered long before by the Associated Charities. In six families visited by a member of the Charities Survey, illegal employment was unearthed in several instances.

A plan should be worked out whereby, through an examination of birth records wherever necessary, the ages of children on the border line of fourteen now at work in the families known to all of the different social agencies should be checked, and illegal employment stopped in these families at least. Furthermore, there is the urgent need of educating the community to the gross injustices which are now committed upon helpless childhood by reason of mistaken industrial and family considerations. As one representing the rehabilitation movement, I wish to say emphatically that no organization having the interests of a family at heart will, under any circumstances, approve of the illegal employment of a child for a single day. When such employment seems necessary, the necessity must be removed, either by material relief, by finding employment or securing better employment for breadwinners who can be lawfully employed, by pressure placed upon neglectful breadwinners or others who should assume responsibility, by the temporary or permanent breaking-up of the family if need be, or by what other means seems best suited to meet the situation.

\* See chapter on Child Labor in Odencrantz and Potter, op. cit.

## CHARITIES OF SPRINGFIELD

Moreover, in connection with work to improve social conditions in the city it is expected that the general secretary will, as a part of his or her duties, upon request, serve upon the survey committee or its successor, serve as the executive secretary of the Central Conference of Social Agencies,\* and serve on any other boards where he or she may be requested to do so. He should be in fact the coördinator in the social field. The function may very well have special reference to the follow-up work of the Springfield Survey.

Similarly great evils in connection with irregular school attendance have grown up. It was peculiarly the task of the Associated Charities to reveal individual instances of these two evils, and to promote active propaganda to strengthen the administrative machinery or to initiate new legislation where needed. It was peculiarly its duty to call into conference the agencies co-operating with it to devise a scheme for properly dealing with non-support and desertion. *In other words, an essential feature of the Associated Charities movement, and a policy to which all well-organized societies are committed, is that of leadership in developing preventive and community measures which the day-to-day family work shows to be necessary for the improvement of social conditions—measures, that is, which are not actively undertaken and carried on through other agencies.* In the very large cities there is greater differentiation of function, of course, but even there the Associated Charities are active in community organization.

The first step toward improving the work of the Associated Charities is the reorganization of its staff. Before taking up other phases of the Associated Charities situation the recommendations on staff changes may be summed up.

### Reorganization of Staff

In the first draft of this report the first recommendation with reference to staff was that the superintendent of the organization be made assistant secretary and that a general secretary, either a man or a woman, with considerable experience in the organized charity field be selected. In the period since, the

\* See page 155 for description of the Central Conference of Social Agencies.

#### THE SPRINGFIELD SURVEY

superintendent has been called to another field of service in the city, and the writer was asked to recommend a person to take charge of the work along lines to be outlined by the survey. The person recommended was secured, taking up her work in mid-October.

Second, in view of the number of families the society is called upon to care for, it is recommended that an assistant secretary be secured. In addition to time devoted to case work, the assistant secretary, with the help and oversight of the general secretary, should be responsible for the organizing and use of volunteer workers and for the successful development of a decisions committee, the function of which will be outlined later.

Third, there should be a third person upon the staff, an office worker, having charge of clerical details and under the oversight of the assistant secretary assuming responsibility for the confidential exchange. If possible, she should also be a stenographer and typist. She should keep the simple books required for the operation of the society, including the record of subscriptions. She may serve as interviewer of clients at the office, and under exceptional circumstances might make emergency calls. Other additions to the staff will be required from time to time. The ratio of field workers to families receiving attention should never be less than one to every 200 families per year—in fact one to 150 is a better ratio.

What will naturally follow from such a reorganization of the staff will be a steady improvement in methods of investigation and treatment by the society. It is evident that we mean by investigation and treatment something different from what is ordinarily understood in Springfield by these terms, though some have grasped their fuller significance. What we mean has been illustrated to some degree in the extracts from family histories previously commented upon. There has been a growing recognition in social work that much of that done by societies in the past and in the present has been next to useless because the groundwork of fact has not been sufficiently broad. Investigation is not a negative process. It means such a gathering of knowledge from many quarters as can be made the basis of a helpful plan of action. It results inevitably in the discovery of every weak

#### CHARITIES OF SPRINGFIELD

point as well as every strong point in the family, but it does not over-emphasize the weak point. There can be no really helpful planning that is not based upon a knowledge of facts. Our plans may be beautiful, but unless closely related to things as they are, they are altogether futile.

#### Confidential Exchange

Up to the time of the survey the Associated Charities had not maintained a confidential exchange through which societies and individuals might ascertain what other persons or agencies were interested in one or more members of particular families.

We have found agreement among the social workers of the city that the problems of their work had become so complex and interrelated as to demand the organization of a confidential exchange to be maintained by the Associated Charities. Indeed the superintendent already had the matter in mind, and soon after the field work of the survey was completed started the confidential exchange. Practically all of the agencies joined, but the possibilities and usefulness of the exchange do not seem to be fully realized as yet, and it has hardly been regarded as a success. The agencies have not inquired with sufficient regularity and frequency, and they have not for the most part used the exchange as much as they should. A few have used it systematically, and the fact that the various agencies have consented to inquire of the exchange is a good beginning and something to build on in the future.

The primary purpose of the exchange is not to prevent "overlapping of relief" but to utilize the knowledge and experience of other agencies in dealing with individuals and to develop co-operative plans for their treatment. In places where the exchange has been more fully developed, it records merely identifying data; each of the general agencies listed (and as far as possible the churches also) inquiring of it with regard to each new applicant or client must give for identification only, the surname, Christian name, and address. Each agency so inquiring is then informed whenever any other agency is found to have had contact with the same family or individual. It should then consult at once the agency previously interested, securing

# THE "CONFIDENTIAL EXCHANGE" OR "TEAM PLAY" IN SOCIAL WORK



By using the "Confidential Exchange" any society or church or public official, before deciding what it is best to do for a family in its care, can learn what others are acquainted with the family. The workers from these agencies can then share their knowledge; and wiser, co-operative plans with and for the family can be made.

#### FOR BETTER CO-OPERATIVE EFFORT

The primary purpose of the confidential exchange is not to prevent "overlapping of relief" but to utilize the knowledge and experience of other agencies in dealing with individuals and families, and to develop co-operative plans for their treatment. It records only identifying data — no record of relief or treatment is included.

(Panel from the Exhibit of the Charity Organization Department, Russell Sage Foundation)

## CHARITIES OF SPRINGFIELD

from it what definite information it has concerning the history and problems of the family. In the successful exchanges now in existence, as should be the case with Springfield's, it is the endeavor of the Associated Charities to bring about informal conferences of those found to be interested in one and the same case, or to make special investigations for the benefit of all interested whenever this might seem advisable. It is hoped that the exchange may be further developed and utilized,\* for wherever it is well established, it saves publicity and much unnecessary repetition of confidential matters. No information is given save to those who are already charitably interested in a given case, and the only information given is a reference to others who are or have been interested.

### Decisions Committee

During 1913 only about 20 family cases had been brought up for consideration by the executive committee of the Associated Charities. Several months previous to the survey there had been an attempt to organize an advisory or "decisions" committee to work out plans with the general secretary in connection with the more difficult family problems. This had been given up. The reasons were not hard to find. For one thing, the records of the society were not sufficiently detailed so that a committee or anyone else could possibly make discriminating decisions.

The organization of a decisions committee, or possibly more than one, to work out with the general secretary and her assistant the plans to be followed in connection with some of the more difficult family problems, will be a natural corollary to the reorganization of the staff. Upon this committee there will be not only representatives of the different agencies working in co-operation with the Associated Charities, but volunteers who by experience and ability will be the most useful advisers. In addition there should be a representation from the business men of the community, the doctors, and the lawyers. The committee should be officially recognized as a committee of the board of directors, though of course only a few members of the board will

\* For suggestions on the financing of the confidential exchange, see page 160 of this report.

#### THE SPRINGFIELD SURVEY

be included in its membership. Such a committee is necessary if there is ever going to be a thoroughgoing working together on the part of the family rehabilitation societies of the city.

In this group will be found an opportunity for the presentation of different points of view regarding given families, different conceptions of the way to work with them; the attitudes of the different members will help to guarantee that no important points shall be overlooked, that due consideration be given to the interests of each member of a family, that the emerging plan shall be such a synthesis as will preserve ultimately the best interests of all, even though in some instances it may lead to the severance of sham family ties. In this emerging plan the part to be played by the staff of the society, by the representatives of other agencies, by the relatives and other connections, by the family itself, will be definitely and mutually agreed upon. While it may not be possible for all of the families brought to the attention of the Associated Charities (either by personal application or by reference of one of the agencies or by reference of an individual) to be so considered, the discussions of the committee will serve to develop standards and methods which in simpler cases may be applied quickly by the staff of the society. It should also develop a willingness and an opportunity for the agencies to get together and discuss the needs of families under treatment; for it is fully expected that agencies will more frequently refer families for attention to the Associated Charities with the aim of securing for them the advantage of a jointly worked out plan in which more than one agency may do its part. Even if the originating agency is still entrusted with sole responsibility, it will be able to work much more effectively and efficiently by following a plan which is the result of combined discussion and wisdom. Few, if any workers, whether professional or volunteer, can possibly do as good work in isolation as when learning constantly from the experience of others. Moreover, the work of family rehabilitation is in no sense child's play. Even the combined wisdom of the best and most experienced persons in the community is often not sufficient to evolve forms and methods of service to the sorely beset families, many of them heroically struggling, that will put them on their feet again. One of the mistakes made by the

## CHARITIES OF SPRINGFIELD

Associated Charities has been that it has insufficiently taken advantage of co-operative thinking, based of course upon more thorough investigations than have usually been made, and co-operative acting, based on the co-operative thinking.

### Volunteer Workers

Insufficient use was made in the Associated Charities of volunteers, and until this situation is remedied the work of the society will be very much circumscribed. A paid staff, no matter how big, cannot possibly do all the tasks which do not belong to any of the specialized agencies, and which need to be done. Space does not permit full explanation of the kinds of service given by volunteers in other cities. Suffice it to say that such service may include clerical work, the dictation of letters, making arrangements for the service of other agencies, supplementary investigations (the groundwork having been laid by the paid workers), and the carrying out of rehabilitation plans. Such service of course to be effective must be definitely guided at every point by the secretaries of the society or by the decisions committee.

The development of volunteer service will come with the activities of a general secretary who has kept pace with its best development in other cities. In connection with the Charities Survey we were amazed at the large amount and high grade of volunteer service which was placed at our disposal by the women of Springfield. Some of these workers were already doing valiant service as volunteers in the Associated Charities, but there was a considerable number of others not so connected who were simply awaiting the proper call.

### The Clothing Station

One other matter both of policy and administration needs attention. The Associated Charities maintains a clothing station at its office headquarters. We believe that the central coördinating agency of the city, the agency which is the general practitioner in the family rehabilitation field, should not be charged with the responsibility of a clothing station. It is inevitable, when such a station is in an office which is open every day, that

#### THE SPRINGFIELD SURVEY

the time of the staff will be constantly broken into by questions of clothing which could easily be settled at other times by comparatively inexperienced volunteers. Under present arrangements not only is the office overcrowded, but the loss to the society in the time spent by a paid worker is considerable. As a matter of administrative procedure this is altogether a most unbusinesslike arrangement; but beyond that, no good reason can be advanced why an associated charities should be an old clothes depot. Consideration should be given by the board as to what agency might, with volunteer service only, undertake this responsibility, and as soon as possible the responsibility should be transferred.

It is not necessary that such a depot should be continuously open. It might open on certain days at certain hours, and requests from any organizations known to have some real knowledge of their families might be honored.

#### Finance Campaigns

The responsibility for raising the funds of the organization had not been sufficiently assumed by the committee appointed for that purpose. At the same time the responsibility for organizing the financial campaigns had not been sufficiently assumed by the executive officer of the Associated Charities. And the committee needed the aid that will come through the community being kept informed of the activities of the society through special pamphlets, reports, and newspaper articles. It may be necessary to reorganize radically the finance committee and increase its numbers. A larger campaign than usual, a more impressive one, needing personal service of its members, should be organized by the secretary, appeals prepared, and the committee advised as to methods used elsewhere. The secretary, however, should not be the collector of funds,—at any rate only in exceptional cases where the way has been paved by members of the board.\*

\* For a brief discussion of other financial considerations in connection with the private social agencies, see Appendix F, pp. 174-177. An analysis there made of amounts given in 1913 by individual contributors shows in general a favorable situation in that the funds come from a large number of small contributors rather than a few large givers; but a classification of contribu-

## CHARITIES OF SPRINGFIELD

### SUMMARY

The scope of work of the Associated Charities was seen to be very broad, and calls for service were of many kinds. The staff of the organization was found to be insufficient to cover the field. Although a new trained worker has just been secured as general secretary, the staff needs the addition of an assistant secretary who, in addition to helping in case work under the secretary's oversight, should be responsible for the organization of volunteer workers and the development of a decisions committee.

The offices of the Associated Charities need rearrangement and the clothing station should be removed, preferably by transferring this service to some other organization in the city. The improvement in record keeping made since the field work of the survey should be extended to cover methods of confirming telephone orders on stores, the checking up of deliveries for orders, and the handling of special funds.

While recognizing many instances of excellent work, the conclusion was nevertheless inevitable that the treatment of families was very largely along lines of temporary material relief rather than aimed at rehabilitation. The society, moreover, had not taken an important part in movements looking toward the improvement of social conditions in the city. It is recommended, therefore, that the general secretary should—in the Central Conference of Social Agencies, and after some progress has been made in the consideration of a decision upon the Springfield Survey recommendations regarding the work of the different social agencies—take up, upon motion of the board of directors of the Associated Charities, any matters developed as a result of the case work which point to the need of undertaking some new social activity, or of enlarging some activity already undertaken, or of effecting some administrative reform or legislative measure, or of educating the community. This to the end that there may be general participation in those most important social reforms

tors according to the number of agencies to which they contributed made a less favorable showing in that the proportion of contributors to three or more agencies was small, thus indicating an insufficient development of broad sympathy and interest in social movements. The publication of annual reports and the use of other methods to inform the public of important developments in social work in the city is recommended.

#### THE SPRINGFIELD SURVEY

whose need is bound to be revealed in the course of a really intensive, thoroughgoing family rehabilitation work. This kind of activity may very well be extended to matters in which executive direction is needed and is not elsewhere available for carrying out any of the recommendations of the Springfield Survey.

The beginning made toward establishing a workable confidential exchange should be followed up to the end that the exchange will be developed and utilized.

The organization of a decisions committee which could give opportunity in the treatment of family problems for taking advantage of the wisdom of the group and for guiding action accordingly is strongly urged. Moreover, the work of the paid staff should be further strengthened and extended by a greater use of volunteer workers.

Finally, the work of the finance committee should be improved and the campaigns for funds should be better organized.

#### THE TUBERCULOSIS ASSOCIATION

Reference has already been made to the Springfield Tuberculosis Association in the discussion of institutional care of the sick. It remains merely to touch briefly one or two points.

As already indicated, the co-operation between the Tuberculosis Association and the Associated Charities at the time of the survey was very close; relations between these agencies have always been close. There nevertheless were indications at that time that not all families needing to be referred by the tuberculosis dispensary to the Associated Charities for social service were so referred. We have every reason for believing that co-operation in this matter has now been materially improved. In this connection it should be pointed out that early reference of patients to the Associated Charities for social service in cases where future destitution seems at all probable is of great importance. Such reference should not be delayed until the family is actually destitute, but should cover a family, for instance, which has enough subsistence and suitable housing at present, but where there is danger of a gradual approach to destitution or overstrain on the part of any member of the group. Prevention of the spread of infection requires the earliest possible attention to

#### **CHARITIES OF SPRINGFIELD**

a family which seems at all threatened with destitution or individual breakdown.

The Tuberculosis Association very wisely insists that its service must be on the health side and that it is not organized or fitted to deal with all the problems which arise when tuberculosis invades a family that is poor or inefficient or ignorant. In addition to reference to the Associated Charities there should be a systematic inquiry of the confidential exchange about all patients as soon as they apply, excluding if necessary those visited by arrangement with an insurance company.

The family records of the association are extremely good and are well kept.

#### **HUMANE SOCIETY**

The Humane Society was organized to deal with cruelty to and non-support of children, and with cruelty to animals. The budget of the society is small. Out of it an annual payment of \$240 is made to cover part of the salary of a member of the police department who is thereby designated agent of the society and assigned to cover the type of cases in which the society is interested. Technically, of course, control of the society's agent must rest with the police department, but as he is also responsible to the society and thus serving two masters, he is largely left to pursue his own course.

Our general review of the charity work of the city, and the discovery of work in the Humane Society's field which was not being handled, led to the conviction that the society was not fulfilling a large function. The need of radical reorganization was indicated further in the study of the handling of juvenile delinquents in the city, where an analysis of the agencies to which complaints involving children might be referred, showed that some of the functions of the society might be better performed by other agencies.\*

On the basis of findings with reference to the society, conclusions were formed as follows:<sup>†</sup>

\* See Potter, op. cit., p. 125.

† These conclusions and recommendations were forwarded to Springfield in March prior to the publication of this report, and as the report goes to press there is indication that action will be taken in Springfield along the lines outlined.

#### THE SPRINGFIELD SURVEY

First, it is felt that nothing is to be gained in having the Humane Society aid in the support of a police officer for the work which the society has been endeavoring to do.

Second, it is felt further that the police department, if requested by the Humane Society, would undoubtedly and quite properly assign a policeman to the special duty of handling cruelty to animal cases without any remuneration from the society.

Third, cases of cruelty to children could best be handled by a probation officer of the juvenile court or a central organization for child welfare; but to insure that this work—in so far as it will go to the juvenile court—and other juvenile court work will be at all well handled, it will be absolutely necessary to have at least one other probation officer appointed, as suggested by Mr. Potter in the corrections section of the Springfield Survey.\*

In other words, the recommendation is that the ultimate and permanent object to be aimed at is having all activities of the Humane Society relating to children sooner or later removed to the juvenile court, or to a central organization for child welfare, according to the needs of the individual case. Cruelty to animals may continue to be handled by the police. If, however, the exigencies of the present situation would seem to make it impossible to start on such a plan, action of a tentative character is suggested. It is hoped, however, that the ultimate aim will not be lost sight of in any tentative arrangement.

But before describing these tentative measures we wish to indicate that in the scheme of things the Associated Charities will have to serve as the originator of many non-support proceedings which otherwise would have fallen within the field of a reorganized humane society.

The tentative suggestions are: First, that the mayor be asked to appoint the Humane Society as a volunteer and advisory committee to aid the police in their protective functions, mainly as regards animals. Second, that the children's cases be handled through the juvenile court and the central children's agency now being established, and that both have the co-operation of the Humane Society.

\* See Potter, op. cit., p. 125.

## CHARITIES OF SPRINGFIELD

The only other alternative to the above suggestions considered at all feasible would involve a complete reorganization of the society; the employment of a trained person as humane officer; and engaging in activities promising larger social results and requiring the backing of a much larger budget. This does not seem advisable under the circumstances.

### WASHINGTON STREET MISSION

The objects of the Washington Street Mission as officially stated are "To carry the gospel into a part of the city not reached by the churches and to relieve distress wherever found."

Its departments of work are: (a) religious; (b) lodging house for men; and (c) relief.

It is not within our field to discuss the religious department beyond saying that the mission had evidently found a neglected field and was actively and efficiently cultivating it. Its Sunday schools were large; its nightly and Sunday meetings were well attended. The average nightly attendance at meetings during the last quarter of 1913 was 202, and the total attendance for 1913 was around 20,000.

The lodging house for homeless men is the only institution of its kind in the city which offers cheap lodgings, good beds, baths, and harmless fumigation to men without homes. The building which houses it and the church auditorium is not well adapted for lodging purposes. The dormitories receive their light through skylights, the windows being useless because the adjoining building has been erected so close by.

Outside of this grave defect, for which the building ordinances of the city are primarily responsible, since they permit the use of full widths of lots for building purposes, equipment and management were relatively good. The reading room had a more or less homelike appearance; the superintendent seemed on frank, cordial terms with the men coming to the house; and there were indications that rules and regulations were not the governing force, but a genuine, discriminating comradeship.

In 1913, a gross total of 6,743 lodgings were given; but we were unable to find records showing just how many different men were thus served in the period. The nightly number of lodgings

#### THE SPRINGFIELD SURVEY

runs between 18 and 26. The sum of \$527.90 was received from the men for lodgings in the year. There were 1,182 suits fumigated and 456 orders for meals were given away; 1,100 other orders were given out but paid for later. Employment, temporary or permanent, was found for 379 men; and 10 women in the neighborhood were also helped to employment. So far as immediate needs of those coming to it are concerned, the mission has felt some responsibility. We refer particularly to medical inspection made in cases where men are apparently diseased. It will be necessary, however, eventually to provide medical inspection for everyone asking for lodgings.

Realizing the necessity of a lodging house of this sort in Springfield, and appreciating the excellent spirit with which it is conducted and the undoubted value of its work, we regret that so far it has been impossible for the lodging house to adopt a more systematic scheme of treatment and record keeping regarding the men. It may be asked why, since the men in most cases pay for their lodgings, any institution of this sort has a right to go into their lives further. The answer is that it is essential that any institution having anything to do with homeless men should, as far as it can, diminish the stream of rovers. Never will the homeless man problem be solved until every such agency endeavors to turn some of these men back to home ties left behind, or if they have no home or other ties, to get them settled. Now the facts on employment secured, and the individual instances of effort to promote settlement, as related by the superintendent, shows that some constructive work was being done in the mission. But no individual records were kept, and there was no way of determining whether every practicable effort was made in each case. Systematic work is not possible without careful recording and a considerable amount of correspondence. We hope that eventually the mission will be able to enlarge its social work in this regard.

In commenting upon better social recording and its corollary, the better social work which should follow, we are well aware that many men come and go after a single night's lodging. Nevertheless, no one can tell in advance who may sooner or later return. It is essential, therefore, to begin record keeping of

#### CHARITIES OF SPRINGFIELD

individuals in order to determine what kind of follow-up work and intensive recording should be attempted.

So far as relief to families is concerned, our only source of information was the record of about 12,000 garments received. The giving out of clothes is considered an adjunct to the religious work of the mission. We were unable, therefore, to obtain any registration of dependent families from the mission beyond eight which had unusually difficult problems. We cannot commend the policy; indeed we strongly object to it. This large relief work—for the intrinsic value of a large amount of even second-hand clothing is considerable—cannot be considered in the same light as the normal member-to-member helpfulness in a church congregation. For this is distinctly help from outsiders and therefore is a straight relief proposition. It is bestowed without that knowledge of need or of advisability which church acquaintance affords; but rather appears to be an incentive to participation in the religious activities of the mission. This we believe to be a wrong basis of work, either from the relief point of view or the religious.

In the interval between field work and the publication of this report, the board of directors of the mission opened a free medical dispensary. The establishment of a dispensary under the city health department was recommended in the health section of the survey,\* and has already been recommended in this report.†

This recommendation is made after careful consideration of conditions in Springfield. While the mission deserves credit for taking this matter up for the moment, this development should be regarded strictly as a makeshift arrangement until the city government can be convinced of its responsibility in the matter.

Finally, to sum up in a sentence or two, except for defects in the building, for which the mission was not responsible, the equipment and management were relatively good. The giving out of garments as an adjunct to the religious work is condemned. We believe that more systematic effort and the recording of cases should be instituted in order to reduce the number of rovers and assist toward constructive work.

\* Schneider, op. cit., p. 124.

† See Part Two, Care of the Sick, pp. 41 and 50.

## THE SPRINGFIELD SURVEY

### ST. VINCENT DE PAUL SOCIETY

The St. Vincent de Paul Society was organized on November 20, 1913. A report made early in March, 1914, just before the survey was begun, indicated that it had 34 active members and 117 benefactors. The total number of families known to the society at that time was 77, 31 of which were Catholic, 29 Protestant, and 17 without religious affiliations. Relief had been given in the form of groceries, shoes and bedding, coal and other special forms. Far more important than the question of relief, however, is the fact that the society had recognized the necessity of adequate planning and already had established cordial relations with many of the social agencies of the city. Inexperienced in family rehabilitation, its officers realized the tremendous difficulties involved and the value of co-operative work. Of course it is not possible at this early stage to form any estimate of what has been accomplished. But with increasing co-operation, especially on the decisions committee of the Associated Charities, the society should give a good account of itself.

### DAY NURSERY

A day nursery was started while the survey was being made. It is a place where working women may leave their children under school age when they go out of the house to work. A small fee that does not meet actual cost is charged.

A supplementary study of the nursery has not been possible, but such information as has been obtainable at long distance indicates intelligent work. In making any final estimate of its activities, the following considerations should be taken in account: (a) How many individual women have been benefited? (b) Has nursery service been provided in cases where ablebodied husbands should be supporting families, and to that end have the husbands been brought into court and dealt with? (c) In cases of women who are widows, or are really deserted, or have incapacitated husbands, could other methods have been devised for caring for the families at less expense through the co-operation of relatives, the engaging of persons to look after one or more children in a given neighborhood, the utilization of responsible,

#### **CHARITIES OF SPRINGFIELD**

conscientious neighbors, or by finding home work or other forms of work with different hours? There may be considered also the greater utilization of relief funds. We exclude, however, the use of children of school age during school hours or for a period of two hours after school. (d) If it is demonstrated that there are 20 or more women who really require the nursery service, and in whose cases no reasonable substitutes may be offered, the nursery's existence will have been justified. Doubtless the nursery management can easily show such justification in ample degree.

#### **EARL GIBSON SUNSHINE SOCIETY**

This society, supported by contributions from its members, was engaged in several lines of work, those listed below being the main features up to the time of our investigation:

- (a) Support of national work on behalf of blind babies.
- (b) Maintenance of a trained nurse for emergency station during the State Fair week held in Springfield.
- (c) Special relief to families brought to the attention of the society through the social agencies of the city.
- (d) Providing flowers for patients in hospitals.
- (e) Visiting of people at the county poor farm.

Any attempt to comment upon the national work is impossible here and outside of the general scope of the survey.

These specific local activities are entirely commendable. It is to be hoped, however, that the society will insist upon doing relief work through existing agencies and keep in close touch with the Associated Charities regarding propositions involving new work. It should not attempt to become an agency appealing for general public support.

#### **SALVATION ARMY**

The local branch of the Salvation Army was reorganized just prior to the survey and had not progressed far enough upon its new program of activities to warrant their study at that time. The chief recommendation in this connection is that the organization fall in line with the plans for better working together which this survey proposes.

## THE SPRINGFIELD SURVEY

### KING'S DAUGHTERS' HOME

The King's Daughters' Home for the Aged is for women over sixty, residents of Sangamon County, who have no home of their own. To be eligible one must be without serious mental or physical handicap. An admission fee of \$300 is charged and anyone admitted must deed over all her property to the corporation. At the time of the survey 21 women formed the family group, 18 being residents of Springfield.

The house occupied is beautifully situated in attractive grounds and is well adapted for the purpose. It is most home-like in appearance, both in the reception, dining and other public rooms, and in the bedrooms. It is as nearly a home as such an institution can be.

We question seriously, however, the advisability of a home of this sort charging a fixed fee for admission, and requiring the transfer of all property to the institution. We realize that this criticism would apply also to a great majority of such institutions all over the country. Nevertheless, we believe the criticism just and that our old people's homes should be re-established upon a different basis.

Let us first consider just what kind of women enter institutions of this sort. They are not the kind who generally find their way to county farms. Rather one discovers women of considerable culture and refinement brought by unfavorable circumstances to the doors of the home. In this Springfield home, for instance, there were several former teachers. There are always also some who have had very few cultural advantages; thus the possible resources of the women and of their friends and relatives, more or less distant, may vary considerably. While, therefore, a minimum requirement in some cases may meet the situation, there may be other instances where a larger amount could be afforded and should be required, or where a regular weekly board should be charged in lieu of an admission fee. It may easily be that some aged woman may find a pleasanter home here than with a relative. If so, she should have the advantage of it, but the relative should pay what he is able and what it would otherwise cost in supporting her in his home.

#### CHARITIES OF SPRINGFIELD

It is also unjust that anyone admitted should transfer all property to the corporation. Rather should a trust be organized by which the income should go to the corporation as long as the owner resides in the home, the capital going to the corporation after her death. If, then, she should at any time wish to leave, there are no complications, as the trust can be dissolved as soon as all past indebtednesses to the corporation have been met.



KING'S DAUGHTERS' HOME FOR THE AGED

For women over sixty, residents of Sangamon County, who have no home of their own. At the time of the survey 21 women formed the family group, 18 being residents of Springfield. The building is beautifully situated in attractive grounds and is well adapted for the purpose.

We heartily recommend that the King's Daughters' Home in Springfield take the lead in providing for a sliding scale of prices charged, based on the financial condition of applicants (with a minimum if necessary), and in accepting from the estates of those admitted only interest up to the time of death or departure from the home, and in not assuming title to the principal. If the objection is raised that this would tend to more frequent changes

#### THE SPRINGFIELD SURVEY

in the population of the home, it need only be said that homes of this kind always have a waiting list.

#### ST. JOSEPH'S HOME FOR THE AGED

This is a home for aged men and women conducted by the Sisterhood of the Immaculate Conception and receiving general support through the Catholic Diocese. A portion of the support comes from the Catholic citizens of Springfield. Only those sixty years of age or over are admitted. At the time the home was visited, it contained 23 women and 17 men, of whom 14 were non-Catholics. There is no fixed compensation for admission.

#### SPRINGFIELD IMPROVEMENT LEAGUE

The league was formed in the interval between field work and the publication of this report. In the public announcements the aim is stated to be to work for a cleaner and more beautiful Springfield. Its membership is made up of women from all parts of the city, one of the plans being to appoint sub-committees for each of the precincts into which the city is divided and to have a woman representing each street and avenue of the city. Small dues are charged to meet expenses, which are relatively small. The league has no salaried officers, depending for its activities upon the volunteer efforts of its officers and members.

The specific pieces of work undertaken by the league are represented by special and standing committees. These in general cover the fields into which the Springfield Survey was divided. Some of the first matters taken up are cleaner streets, the smoke nuisance, garbage disposal, pure food regulations, and the eradication of weeds from vacant lots. The league has also become interested in the newsboys of the city, and has been the means of placing some of the advantages of the local Young Men's Christian Association within the boys' reach. The association also co-operated by making some concessions to the boys.

The league offers an effective channel for interesting the public in current civic and social problems, and for developing a public opinion which will be intelligent when action should be taken. It will doubtless follow the course of fully learning and analyzing

#### **CHARITIES OF SPRINGFIELD**

the facts of local problems before making definite recommendation, as has already been indicated by its use of the survey findings. The league can be a forceful agency in promoting city improvements of which the facts presented in the survey show the need.

The league has also recognized the importance of putting social and civic endeavors upon a city-wide basis and dealing with them as community problems. To facilitate its activities and that of other agencies working for the improvement of social conditions, the league should be represented on the Central Conference of Social Agencies outlined in this report.\*

\* See pages 155-156.

## IX

### THE PUBLIC AGENCIES PROVIDING SOCIAL SERVICE

#### SANGAMON COUNTY POOR FARM

On April 8, 1914, an inspector of the Charities Commission of the State of Illinois made an official inspection of this institution and, through the kindness of the secretary of the commission, Mr. A. L. Bowen, her report has been placed at our disposal. Both the regular inspection form and a form prepared by the survey containing some supplementary questions were used. A summary of the facts is here presented; the discussion of the facts is ours.

The farm is situated 15 miles from Springfield near an electric railroad. Its population at the time of the visit is shown in Table 9.

TABLE 9.—STATUS AND SEX OF INMATES OF THE SANGAMON COUNTY ALMSHOUSE, APRIL, 1914

Class of inmate	Men	Women	Total
Insane . . . . .	14	9	23
Sane epileptic . . . . .	3	..	3
Insane epileptic . . . . .	..	1	1
Consumptive . . . . .	4	..	4
Blind . . . . .	2	..	2
Total . . . . .	23	10	33
Paupers not otherwise classified <sup>a</sup> . . . . .	..	..	129
Grand total . . . . .	..	..	162

<sup>a</sup> The classification by sex was not given.

The land holdings consist of 196 acres, 12 of which were in orchards, 14 in gardens, and 109 were farmed.

The building which houses the inmates fronts to the north, and has two stories and a basement. Exterior walls are brick.

#### CHARITIES OF SPRINGFIELD

and interior walls and floors are of plaster, wood, and cement. The dormitories are approximately 22 by 28 feet with three to eleven beds in each.

The institution, when inspected, had no inmate under twenty-five years of age—a very creditable showing. There were only two under thirty; five were between thirty and forty; and 28 between forty and fifty.

The dormitories are on the two main floors, and cell sleeping quarters occupy the basement. The sexes had separate dormitories and toilets. In the dining room the men ate first, then the women. Three verandas were provided for the men, one facing south, another north, and a third east; and two for women, one facing north, the other east. None was fitted with chairs or benches.

In the dormitories there were no lockers or other furnishings excepting beds, tables, and chairs. The tables in the dining room were covered with white oilcloth and the tableware was earthen. In the men's sitting room were only chairs and benches—no rockers; the room was in the basement and cheerless and comfortless. There is no sitting room for the women. No assembly hall has been provided, but in case of religious services the dining room is used.

Only a new portion of the building was found to be fireproof. The fire protection consisted of 125 feet of hose and chemical extinguishers on each floor.

A well was used for drinking purposes; and the sewage disposal was by means of a septic tank in the pasture. Toilet and bath facilities were found on only two floors, the second floor and the basement, as these were the only floors having running water. There were ten closets for men and five for women; and five bathtubs for men and three for women. The tubs were used in common by many inmates.

Heating was by steam, the plant being in the basement. There were no open grates. Lighting was by electricity. No ventilation system was provided; all the ventilation that was obtained came through the doors, windows, and transoms.

So far as the bare necessities of life are concerned the inmates were fairly fortunate. Oatmeal, syrup, milk, coffee, tea, meat,

#### THE SPRINGFIELD SURVEY

rice, potatoes, beans, dried fruit, and bread appeared upon the menu during a week, but it was impossible to secure the exact menus for any given time. The menus were prepared by the cook. There was no regular annual supply of garments for each inmate, but the inspector reported that all seemed decently and suitably clothed. An abundance of bedding, linen, blankets, and comforters was found. Though an old building, for the most part it was fairly free from vermin.

When it comes to medical and nursing service the conditions were not so good. The county physician residing about two miles from the institution made visits regularly twice a week, and would come upon call. No nurse was employed, however.

A large room was used by those having tuberculosis but the separation from the other patients was by no means complete. This room contained five beds and a bathroom. These patients when able ate with the other inmates. Those confined to their beds were served from the superintendent's table, and there was no provision for special diet which is so necessary in the treatment of this disease.

All insane patients were kept in a cell house in the basement which was damp, uncomfortable, and ill-lighted.\* The cell house was locked at night. During the year preceding the inspection eight male and eight female insane patients were removed to state hospitals. Five of the remaining worked on the farm. One feeble-minded child had recently been removed to the Lincoln State School.

The home was not encumbered with rules and regulations. There were no printed rules. Certain standards of cleanliness were required; among them that each inmate must bathe once a week and change his underwear. Water was changed between baths. An effort was made also to see that each one washed his face and hands in the morning. In the same way the taking off of underwear before going to bed was generally insisted upon. Unfortunately, however, individual brushes and combs were not provided.

It is apparently a peaceful institution because no special

\* For full discussion of the facilities of the poor farm for the care of the insane, see Treadway, op. cit., pp. 33-38.

#### CHARITIES OF SPRINGFIELD

methods of discipline were reported. There are no hard and rough exactions. For instance, the old and feeble may lie down on their beds any time they wish during the day. On the other hand, no provision was made for the keeping together of aged couples.

Religious services were held once every two weeks. Outside of this there was very little to vary the monotony of the months and years spent in such an institution. It is altogether a drab existence.

Of the non-insane patients, twelve males and five females worked about the farm or building with reasonable regularity. No occupation was given for any of the other inmates. On the reasonableness and wisdom of organizing such an institution so that occupations may be provided for as many persons as possible, Alexander Johnson has offered some interesting suggestions:

It may be stated as a rule to which there is no exception that every inmate, except the bed-ridden ones, should have some employment during a part of every day, and the more fully the usual working hours are occupied the better. All able-bodied inmates who are not violently insane should be given a full day's work daily in the house or outdoors. Usually the men are employed on the farm, in the garden, barn, and stable, the roads, and at the fences. Women work in the kitchen, laundry, sewing room, etc. There are, however, certain outdoor occupations which are admirably suited for women; among these may be mentioned the finer parts of kitchen gardening, such as weeding, hoeing, setting out plants, care of the flower garden in general; small fruit culture; the care of chickens and young live stock. While the majority of women inmates prefer the domestic tasks of the house, a few will occasionally be found who are much happier as well as healthier when given outdoor labor suited to their strength; and conversely, among the defective men in the almshouse will often be found some who will do the domestic much better than the outdoor work. The hardest work of the laundry, especially if machinery is used, should be done by men, not by women. All the care of the men's dormitories and day rooms should be taken by the men themselves. Occasionally men are found who like to sew and knit.

In assigning tasks it is well, as far as possible, to make them regular and permanent. To cut and sew carpet rags is within the power of many an old woman who might perhaps be able to do nothing else, and if this is assigned to her as a regular duty and some account is taken of what she does

#### THE SPRINGFIELD SURVEY

and some credit given her, it will conduce to her satisfaction. Several cases from a Massachusetts almshouse will illustrate this point. An old woman of ninety who cannot stand to wash dishes, sits and wipes them. This is her task three times daily. She does it cheerfully and feels that she is doing her share and is much happier for it. A crippled man who is unable to walk, or even stand, whittles out butchers' skewers which are sold for a trifle for his benefit. A partly crippled feeble-minded man divides his time between the lawn and the greenhouse.

. . . . Rag carpets, pieced quilts, mats, basket work and a great many other manual occupations are available.

If it is not feasible to hire an assistant as a permanent member of the staff who is competent to teach the inmates these various occupations, it is nearly always possible to engage an instructor for a period of a few weeks, during which period she can teach the inmates and also instruct one of the employes who can act as teacher for a short time each day after the manual instructor has gone.\*

On the administrative side, a committee of the board of supervisors did the buying upon requests made by the superintendent. No record was kept of the drawing of supplies from the store room. A register of admissions and discharges was kept, but no alphabetical card index. The register contained the following entries: name, age, color, sex, nationality. No daily journal was kept showing farm data, and so forth. A committee of the board of supervisors visits the farm monthly.

The total annual cost of running the institution in 1913 was \$31,580.03. The number of persons and the length of time each was cared for was not obtainable, and thus no basis was had for estimating per capita cost or day's care cost. The total value of the farm produce was placed at \$1,162.50.

#### NECESSARY IMPROVEMENTS

Certain necessary improvements were suggested as a result of this inspection:

1. The most obvious suggestion is the transfer of its insane patients to state hospitals. This is already being pushed by

\* Johnson, Alexander: *The Almshouse*, pp. 75 ff. Russell Sage Foundation Publication. New York, Charities Publication Committee, 1911. Incidentally, there are many other excellent suggestions in Mr. Johnson's book, not only with reference to occupations but on almshouse management.

## CHARITIES OF SPRINGFIELD

the local authorities, but there is likely to be a residue for some time. As Dr. Treadway has pointed out, in addition to demanding that the state hospitals receive a fair proportion of the insane of Sangamon County, effort should be made to secure legislation which will provide accommodations in the state hospitals for all the insane of Illinois now confined in almshouses.\* Ultimately a statute should be secured absolutely prohibiting almshouse care for such patients. Then only, to quote Dr. Treadway further, will it be possible to abolish these relics of a former age and of a lower conception of our duty to the sick (for these people are really sick) than that which should exist today.

2. With the abolition of the cells for the insane in the basement, a rearrangement of space, or provision for new space, such as will obviate the use of the basement for living purposes, should be worked out.

3. As soon as possible a special pavilion for the tuberculous, with provision of special diet, should be built.†

4. Toilet facilities should be provided on the first floor.

5. Occupations should be provided for all excepting the bedridden. It cannot be too much emphasized that an idle life in an almshouse is a most cruel infliction upon any human being with any mind at all.

6. A graduate nurse should be added to the staff.

7. There should be provision for a sitting room for women. The sitting rooms for both men and women should, to quote Mr. Johnson again, be provided with benches and chairs; "among which should be a good proportion of rocking and easy chairs for the older inmates. . . . Good strong tables, one or two couches, and a few shelves on the walls for books and papers, should complete the furniture of the room.

"Prints and pictures are now so good and so cheap that there is no reason why the walls of the sitting rooms should not be ornamented with them. A few plants in the windows are bright and cheerful."‡

\* Treadway, op. cit., p. 36.

† This recommendation has been partially provided for by the recent addition of an open-air porch for the tuberculous in the almshouse.

‡ Johnson, op. cit., p. 112.

#### THE SPRINGFIELD SURVEY

8. A monthly entertainment of some sort in all excepting the summer months should be arranged by interested groups in Springfield.

9. The dining room tables for all but the lowest grades of inmates should be covered with linen cloth, not oilcloth.

10. It is further recommended that the Associated Charities and the Women's Club should jointly take up the question of immediately starting a movement for effecting the changes which need not wait, and for the appointment of a special committee of the county board to consider the larger building problems which are involved.

Other recommendations which might be made may be deferred in the hope of concentration upon these, all of which will tend toward a more creditable and livable institution for Sangamon County. We believe that no more popular campaign can be waged in the city and county than that for making life in the county home more normal, cheerful, and comfortable.

Some of these recommendations involve immediate changes; and we would strongly urge that, if necessary, outdoor relief (that is, assistance given outside the institution) be reduced in amount in order to enable the county to meet these first responsibilities satisfactorily.

#### OVERSEER OF THE POOR FOR CAPITAL TOWNSHIP

Capital Township is conterminous with the city of Springfield; and the field of work of the overseer of the poor is thus the assistance of those in need within the boundaries of the city. The office is appointive and unprotected by civil service or by any adequate sense of responsibility on the part of the county board of supervisors in dealing with dependent families of the city along modern approved lines. A change of administration generally means a change in the office. Under these circumstances obviously the office is not likely to be filled by anyone with experience or ability that amounts to anything in the treatment of families. Such a state of affairs, unfortunately, is not now regarded as criminal malfeasance in office, but the time will come when it will be so regarded. *It is as serious an error to fill this position with other than a social worker with sufficient*

### CHARITIES OF SPRINGFIELD

*technical training and experience as it would be to fill the position of city physician by appointing a man who had not studied medicine. Both deal with very vital matters connected with the promotion of normal living.* In the period since our field investigations a new overseer of the poor has come into office. It is yet too early to judge whether he differs radically from his predecessors, but we know that the appointment was not made on the basis of any special experience in modern charity work; and judging from the past, it may be inferred that just when he will have gained a rough and ready knowledge and discrimination from actual discharge of his duties he will more than likely have to make room for a successor.

It was impossible to obtain figures of the overseer's expenditures for the calendar year of 1913, owing to the fact that the fiscal and calendar years are not the same. The nearest period obtainable was the twelve months from December 1, 1912, to November 30, 1913. The disbursements for that period for outdoor relief and for general purposes are shown in Table 10.

**TABLE 10.—EXPENDITURES FOR OUTDOOR RELIEF AND FOR GENERAL RELIEF PURPOSES BY OVERSEER OF POOR FOR CAPITAL TOWNSHIP. DECEMBER, 1912, TO NOVEMBER, 1913, INCLUSIVE**

Purpose	Amount
<b>Outdoor relief</b>	
Outdoor relief to families.....	\$6,055.85
Pauper burials.....	1,976.00
Transportation.....	213.17
<b>Total.....</b>	<b>\$8,245.02</b>
<b>Purposes other than outdoor relief</b>	
County patients in hospital.....	\$3,933.39
Isolation hospital.....	1,099.14
Tuberculosis patients in Open Air Colony .....	388.00
Ambulance service.....	246.35
Contagious cases other than those in isolation hospital.....	56.00
<b>Total.....</b>	<b>\$5,722.88</b>
<b>Grand total.....</b>	<b>\$13,967.90</b>

## THE SPRINGFIELD SURVEY

### Relief Work Outside of Institutions

It is seen from the table that the expenditures for outdoor relief in the year indicated amounted to \$8,245.02, and for other purposes \$5,722.88, making a total of \$13,967.90. The amount is not alarming for a city of the size of Springfield, and on the score of extravagance there is no necessity for comparisons or comment. The more important question is whether the worth of the money is being secured, and whether changes in policy would bring better returns. The methods of the office cast some light upon this point. The record system of the office is good so far as fiscal accounting is concerned, but there it ends. Even more important, as has been repeatedly shown in all our discussions of the right treatment of needy families or individuals, is the proper recording of the essential facts of the cases. No such record was kept excepting that on the top of the ledger sheets the words "Widow" or "Deserted" or "Sick" sometimes were found as applying to individual families. Whatever knowledge of conditions there was, existed in the minds of the overseers alone; it was too fragmentary to be of any use as a basis for the action of any one of them. There was no way of carefully studying expenditures made on behalf of individual families, to determine whether amounts were adequate, or whether they were properly adjusted to the family's need. From the social as distinguished from the fiscal standpoint, there was nothing in the office of the overseer of the poor at the time of our survey which sufficiently explained or justified any of the expenditures.

The service of the overseer of the poor has been almost entirely the giving of material aid. A rough classification of amounts given, as far as this could be determined by the overseer's data, supplemented by the records of other agencies, was made up and is presented in Table II.

It will be observed from Table II that the amounts given were small, in only three cases out of some 300 exceeding \$80 for the year. Over 70 per cent of the cases received less than \$25 and roughly 60 per cent less than \$15. There was a fair degree of co-operation between the overseer of the poor and the social agencies of the city in regard to individual cases where there

### CHARITIES OF SPRINGFIELD

was question of the giving or withholding of relief; but the giving of relief to a definite amount, in order to further and form part of a definite plan, unfortunately was not practiced. It is difficult to see, therefore, in what way these small amounts given without sufficient regard to the needs of the case could be of constructive usefulness. With the establishment of the confidential exchange and the decisions committee, upon which the overseer should serve, substitution of planned for planless relief may gradually be brought about.

**TABLE II.—MATERIAL RELIEF GIVEN BY OVERSEER OF POOR,  
CAPITAL TOWNSHIP, ILLINOIS, 1913**

Disability	Cases which received										All cases			
	Less than \$5	\$5 and less than \$10	\$10 and less than \$15	\$15 and less than \$20	\$20 and less than \$25	\$25 and less than \$30	\$30 and less than \$40	\$40 and less than \$50	\$50 and less than \$60	\$60 and less than \$70	\$70 and less than \$80	\$80 and less than \$90	\$90 and less than \$100	\$100 and less than \$125
Widowhood . . . . .	8	8	3	8	3	3	8	6	4	5	2	1	1	59
Desertion . . . . .	6	7	3	5	6	1	3	1	1	1	1	1	1	33
Mental deficiency . . . . .	1	1	1	1	1	1	1	1	1	1	1	1	1	3
Intemperance . . . . .	1	1	1	1	1	1	1	1	1	1	1	1	1	3
Tuberculosis . . . . .	2	2	2	3	1	1	1	1	1	1	1	1	1	11
Unemployment . . . . .	1	2	1	1	1	1	1	1	1	1	1	1	1	3
Sickness (other than tuberculosis) 22	14	11	4	2	2	4	6	2	1	1	1	1	1	68
Crippled condition . . . . .	1	1	2	1	3	1	2	1	1	1	1	1	1	9
Blindness . . . . .	1	1	1	1	1	1	1	1	1	1	1	1	1	5
Non-support . . . . .	1	1	1	1	1	1	1	1	1	1	1	1	1	3
Old age . . . . .	10	4	4	2	2	3	5	6	3	2	1	1	1	41
Orphaned condition . . . . .	1	1	1	1	1	1	1	1	1	1	1	1	1	2
Imprisonment . . . . .	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Other cases . . . . .	33	13 <sup>b</sup>	8	2	1	1	1	1	1	1	1	1	1	59
Total . . . . .	83	53	37	24	18	12	23	24	11	10	3	2	1	301

<sup>a</sup> Corroborative evidence of intemperance in this family as well as tuberculosis. Assignment of man's wages to wife was forced.

<sup>b</sup> This figure includes one professional beggar.

As already indicated in the discussion of care of the indigent sick, the payment made by the township to the hospitals in such

#### THE SPRINGFIELD SURVEY

cases is \$4.00 per week. The remainder of the cost falls upon the shoulders of private benevolence. The treatment of the tuberculous is of special importance in this connection since it touches so many sides of family life, and we believe the overseer should assume a larger responsibility in it. Until the board of supervisors build a tuberculosis annex to the county poor farm, or some other sufficient provision for indigent and other tuberculous is made, the county, through the overseer, should carry a large share of the cost of caring for poor tuberculous patients at the Springfield Open Air Colony, paying at least \$6.00 per week. This rate should also apply to patients in St. John's Hospital who are unable to pay.

Further, in this connection we believe that the funds of the overseer would be more usefully applied if, in co-operation with the Associated Charities and the dispensary of the Tuberculosis Association, a part were concentrated on the continuous relief of families where one or more of the breadwinners are suffering from tuberculosis and where the decisions committee decides that the family should be kept together and that its income is insufficient. This would apply whether being treated at home or in the Open Air Colony. Our study of family records where tuberculosis was a disability plainly showed inadequacy of funds in treating families so situated. In no other kind of difficulty, excepting widowhood with neither working children nor income, is the need of planning relief upon a generous basis, to extend over an indefinite number of months, more common.

#### Transporting Dependents to Other Communities

The overseer, as was seen in Table 10, spends something for the transportation of those asking aid. This is usually in the form of railroad tickets to a desired destination. In addition, there are cases of expenditures by private agencies for transportation, but it was impossible to learn definitely how many. All such expense should be borne by the public treasury. But in order to insure that the county or city is not doing some other community an injustice by shunting dependent individuals upon it, and in no wise helping the person concerned, the overseer's office should be a signer of the Transportation Agreement of the

#### CHARITIES OF SPRINGFIELD

National Conference of Charities and Correction.\* This would mean meeting several requirements, chief among them being that before the office should decide to furnish transportation in any case, it would corroborate, through the public relief officer at the proposed ultimate destination or through some other source, the statement made by the persons to be sent; and second that it would furnish transportation all the way to that destination. Ablebodied non-residents who are refused transportation may be referred for possible employment or other care to either the Washington Street Mission or the Associated Charities.

To sum up, it is recommended: First, that action of some kind be taken to secure experienced workers in the overseer's office. The Conference of Social Agencies should protest against the present procedure, and in succeeding elections should urge upon all parties to make public announcement of a policy pledging nominees for supervisorships to take this office out of politics and put in it a trained social worker under some kind of civil service restriction. Second, the record keeping with reference to the essential facts of the cases cared for should be greatly improved. Third, the co-operation of the overseer with other social agencies should include the treatment of cases according to a mutually understood plan. Fourth, the cost of hospital and sanitarium care of the sick poor should be borne in larger part by the public—at least to the extent of raising the payment of \$4.00 per week to \$6.00—and in all cases involving tuberculosis, special attention should be given that the relief provided is adequate, following a rehabilitation plan for the whole family. And fifth, the overseer's office should be a signer of the Transportation Agreement.

Beyond these special efforts, and indeed in connection with them, and until a modern system of recording is installed in the overseer's office, it will be desirable for him to keep in daily personal touch with the office of the Associated Charities, inquiring systematically of its confidential exchange, using the data contained in its records, and turning over the facts he gathers re-

\* The Transportation Agreement for charitable institutions was drawn up in 1903. It now has over 600 signers. Copies may be secured by addressing the Charity Organization Department, Russell Sage Foundation, New York City.

#### THE SPRINGFIELD SURVEY

garding families to be there recorded.\* He should advise with the secretaries, and economy of effort should result from co-operating in the investigations whenever both agencies are dealing with the same families. So far as plans are concerned, there should of course be a joint understanding with the secretaries or decisions committee on these families. In connection with families known only to the overseer, he would do well to consult the general secretary as to lines of investigation and action.

Lest we be misunderstood, however, it should be pointed out that we are not proposing that the overseer should in any way reduce his own authority, but simply that he should increase his efficiency. We do not urge that the Associated Charities should become his attorney, but that he should work with it in close understanding of the ends aimed at.

#### JUVENILE COURT

At the time of the survey there were 48 families on the Funds to Parents List of the juvenile court. A review of these showed that grants to widows ran quite uniformly around \$8.00 and \$10 per month, although the variations in family needs, of course, are considerable. In the nature of things two set sums are very unlikely to be just the right amounts for families of different sizes and differently situated. This does not mean that the grant should be assumed to be the only outside source of income. But if, in the cases examined, it was expected that relatives or others would make up the necessary remainder, no such plan was indicated in the records. No budget was prepared in such cases nor was there indication of attempts to estimate what the minimum income should be, what amount of work the mother

\* The question may arise as to whether this should apply to families not previously known to the Associated Charities. My answer is that it depends upon how far the overseer's and the Associated Charities' families are the same. In 1913 the overseer had more than twice the number on the Associated Charities' roster. But we believe that the latter number was far below normal. On the basis of our present information we are inclined to think that the facts revealed regarding those families known only to the overseer and not referred by him or by others to the Associated Charities may at a later time be read into the records of the latter, but not now. It is necessary for the Associated Charities practically to start all over again and the recording of the facts coming from the overseer must be limited, so that the development of thorough-going work may not be impeded.

#### CHARITIES OF SPRINGFIELD

should be expected to do—taking into account her physical, mental, and nervous condition and other characteristics; whether there were any children of working age, what amount of their wages should go into the family purse; what amount was promised or should be expected of well-circumstanced relatives. As a matter of fact, though quite good records are maintained, there was practically no investigation made of these applications. Certificates or recommendations from persons known in the community were required, but these furnished no basis whatever for a decision on what was needed. One of the important reasons for the insufficient investigation of cases was that the probation officer had so much work to do in connection with probation, both in the office and outside, that it was impossible for her to handle it all well.

It is strongly urged that the court endeavor to secure a second officer who should give special attention to this work, for it requires not only most thorough initial investigations, but constant visitation.\* The county board of supervisors, upon the recommendation of the judge, is now empowered by law to provide for the appointment of a second probation officer. It is a poor investment simply to make grants, even when more varied than they are now, without someone going into the families; becoming a close and welcome friend to the widows; advising, when they need it, as to employment of themselves and children of working age, as to how to make the best use of the money, how to manage children who may previously have been guided by the father; observing the progress of the children in school and seeing that they attend regularly; and watching the health of all. It is the universal experience of both public and private agencies that nothing but intimate and constant visitation will prevent disastrous breakdowns.

Widowhood plus a grant from the court does not make a normal family. It makes possible only a nearer approach to the normal, provided it is accompanied by an intelligent plan into which the welfare of each member of the family has been inter-

\* This recommendation is strongly borne out by the findings in the study of the juvenile court made in the delinquency and corrections section of the Springfield Survey. See Potter, op. cit., pp. 122-136.

#### THE SPRINGFIELD SURVEY

woven and which is carefully watched in its unfolding. And even when the amount of a grant has been carefully determined upon, it may be necessary to vary it three or four or more times during a year on account of changed conditions. For instance, the widow's physical condition may change, or a relative who has been helping may lose his position, or one of the working children may gain an increase in wages, or the children's moral welfare may require that the mother work less outside and remain more in the home, or a hundred and one similar contingencies and complications may arise. *If it is worth while arranging for widow's grants, it is worth while to see that they really effect something, for money relief in itself assures nothing.* To this end better investigation of needs and planning of treatment, as already recommended, should be provided for. As heretofore, all widows in need and who are eligible under the terms of the law (which requires citizenship and county residence for a term of three years) should be referred to the court. If, however, there are good and sufficient reasons against making a grant to any widow, it will be necessary for the private agencies to work with her. All widows who apply for grants and are not eligible under the act should be referred to the Associated Charities. Furthermore, it is absolutely essential that close co-operation should be maintained between the juvenile court and the Associated Charities which, by aid of the confidential exchange, will bring the juvenile court in contact with all the social agencies of the city.

#### SCHOOL ATTENDANCE BUREAU

In the educational section of the survey, Dr. Ayres has shown that the entire situation in Springfield with respect to the enforcement of compulsory school attendance is in an unsatisfactory condition—that under present methods of enforcement of the law, school attendance in this city is at best only mildly compulsory.\* Inasmuch as the problems of truancy and school attendance are intimately related to home conditions, and are likely to be especially acute in the families known to the social

\* Ayres, Leonard P.: *The Public Schools of Springfield, Illinois*, pp. 18-20.  
(*The Springfield Survey*.)

## CHARITIES OF SPRINGFIELD

agencies, consideration is here given to the matter also. It is not necessary to review the findings in this connection further than to state that Dr. Ayres' conclusion, that "in order to remedy the existing conditions at least two competent attendance officers should be employed," was borne out by our inquiries. With this recommendation as a starting point, with knowledge of a considerable local conviction in responsible Springfield quarters as to the wisdom of following it out, and with the school attendance bureau also in mind as a social agency for dealing with families, the following detail suggestions as to the method of organizing and administering such a bureau are offered.\*

**WHAT CASES SHOULD BE REPORTED TO OFFICER?** Only when a satisfactory excuse cannot be gotten from parents by the use of inquiries sent through the mail, should the case be referred to the attendance officer. A printed form of inquiry may be used for this purpose. It should inform the parent of the date of absence and ask to have the reason entered on the lower part of the blank.

**WHAT ARE SATISFACTORY EXCUSES?** The superintendent or the board of education or the two in combination should draw up written instructions as to what should be considered by teachers and principals to be satisfactory excuses. The following are suggested as a basis for such consideration:

1. Mental incapacity, certified to by a physician.
2. Physical incapacity, certified to by a physician.
3. Sickness of pupils, certified to by attending physician, the certificate to state the probable duration of the absence. In the case of contagious diseases the certificate must be endorsed by the health officer.
4. Isolation on account of contagious diseases in the family, certified to by attending physician and endorsed by the health officer.
5. Death of a near relative and attendance upon funeral, provided said absence does not exceed five days in any one case.
6. Necessary absence from the city not exceeding five days during the year.

\* Suggestions along the lines here presented were prepared and submitted to the board of education in June, 1914. Some improvements have since been made.

#### THE SPRINGFIELD SURVEY

**SUPERVISION OF ACCEPTANCE OF EXCUSES BY TEACHERS.** All excuse notes or blank forms on which are entered the parents' excuses, together with the action of the teachers thereon, should be filed once a month in the office of the superintendent. Where the teachers do not accept excuses there should be immediate reference to the attendance officer. Where excuses are accepted there should be occasional supervision or examination of the blanks by the superintendent or someone else authorized by him to determine whether only valid excuses are being accepted.

**EXCUSED ABSENCES MAY BECOME UNEXCUSED.** All pupils absent from school with a valid excuse, except those absent on account of mental incapacity, are due back normally at or around a certain date. In their roll books, teachers should enter the approximate date so that inquiry may be made, if the absence is unduly prolonged. No name should be dropped from the roll book unless the child is going to another school or the family is leaving the city, or other reasons permanently exempt it from attendance at school.

**TRANSFER OF CHILDREN.** If by reason of removal the child must be transferred to another public school, or if the family decides that it wishes the child to go to a parochial school, immediate inquiry should be made by form letter or telephone to learn if actual transfer has been effected and if the child is duly registered.

**CO-OPERATION WITH PAROCHIAL SCHOOLS.** Efforts should be made through the superintendent or members of the board to arrive at an understanding with the parochial schools. It should be made clear that the service of the attendance officer is open to them in following up absences which are unexcused. With proper understanding and with a competent attendance officer it would not be unreasonable to look forward to a time when the parochial school should offer to the attendance officer the privilege of inspecting the rolls of these schools.

**THE SCHOOL CENSUS.** We understand that the school census is to become a regular annual procedure in Springfield. It is scarcely necessary to point out that each year a comparison of the school rolls with the returns of the census should be made

## CHARITIES OF SPRINGFIELD

so that no children shall be lost track of at the beginning of the school term.

**SOCIAL PROBLEMS INVOLVED.** But now as to the large number of absences for which there is no valid excuse. We are here face to face with social problems, not alone school attendance problems. The welfare of the children may not be considered solely from the point of view of whether or not they are attending school. Unfortunately it has been the theory of many attendance bureaus that if they get the child back to school everything is accomplished. Therefore attendance officers have sometimes become impatient with family rehabilitation societies when the latter denied that the furnishing of clothes or shoes settled a situation in which, for example, there was an idle or loafing father. If in order to put a little stamina into him, either by moral suasion or by the offer of employment or legal proceedings, the return of the child to school is delayed for a short time, the child's interest may often be best conserved. Habitual truancy generally indicates a family rather than an individual disorder. It points to weaknesses lying much further back and is least often overcome by simply forcing a child into school again with a few new clothes, a new pair of shoes, and a grocery order. Nor should it be forgotten that an attendance officer will have to deal not only with habitual truancy but with those occasional unexcused absences which retard the instruction of classes because they oblige teachers to help pupils who have lost a few recitations to catch up. There are questions of adjustment in such families which often cannot be worked out by an attendance officer without the co-operation of other social agencies of the city. The work should be considered as a combination of school attendance and social service.

**THE ATTENDANCE OFFICER.** For this reason the attendance officer should have experience as a social worker, and a knowledge especially of the family rehabilitation field. He or she should be in direct contact with the general secretary and the decisions committee of the Associated Charities, because the society is the center of family rehabilitation work. Many of the families into which he goes will already be known to the Associated Charities or to one or more of the organizations co-

#### THE SPRINGFIELD SURVEY

operating with it. Whatever he does should be according to plans worked out between himself and the officers or the committees of that society. He will be ready to make prosecutions or to ask another agency to do so when other measures fail. He will of course always have clearly in mind the purpose of getting the children back to school at the earliest possible moment.

We urge this close co-operation because the problems in many families which were listed with the attendance officer, but which may not have come to the attention of any of the societies in the city, will not be essentially different from those in families which were known to them. Let it be remembered that relief problems form only a part of the work of an Associated Charities and of the societies co-operating with it.

**CO-OPERATION OF MOTHERS' CLUBS.** In connection with these particular questions, it is our opinion that mothers' clubs of the schools should work entirely through the Associated Charities, for otherwise they are likely to dissipate their energies. Many of the members should be secured as volunteers in the working out of plans for rehabilitation. Special funds for individual families might be raised through the instrumentality of the clubs and upon appeal of the Associated Charities. We believe also that, in connection with the co-operative work of the attendance officer and the Associated Charities, many opportunities will be discovered where members of these clubs can tutor children who have suffered by irregular attendance, thus rendering a most effective service to the children themselves and to the schools.

#### SOME DETAILED SUGGESTIONS

In connection with the plan here submitted, a few details may be noted:

1. We assume that the comparison each year between school census and school rolls has already been worked out. A card index system will be most satisfactory for this purpose.
2. The superintendent or someone designated by the school board should prepare and present to the board suggested instructions as to what will be considered valid excuses. After approval these should be printed and furnished to principals and teachers.
3. Forms to be sent to parents asking for reasons for absence

#### CHARITIES OF SPRINGFIELD

should be printed. Whenever the certificate of a physician is required this should be plainly indicated on the blank, and in fact the reply may be signed by him.

4. If no reply to such a notice is received within forty-eight hours, or an unsatisfactory reply, the attendance officer should be notified.

5. In cases where children have previously been more or less irregular in attendance, teachers may use their discretion in immediately reporting absences to the attendance officer. It is useless to wait for formalities in connection with families which have been difficult in the past.

6. Notification to the attendance officer may be made by telephone but should invariably be followed by written statement on a printed form.

7. The attendance officer should first confer with the Associated Charities in connection with all reports. The information already on file should be considered and further investigating and visiting made as required.

8. We believe it desirable for the attendance officer to keep individual vertical files with family records upon blanks similar to those used by the Associated Charities. The information which an attendance officer should have is in many respects the same as an Associated Charities should have.\*

\* When a thoroughgoing reorganization is planned, we suggest that the board invite James L. Fieser, formerly director of the school attendance bureau of the Indianapolis schools and now general secretary of the Associated Charities at Columbus, Ohio, to Springfield for a few days of consultation. Mr. Fieser's work along this line in Indianapolis is very highly regarded; and he could also help in many administrative details.



**PART V**

**SUMMARY OF CONCLUSIONS AND  
RECOMMENDATIONS**



## X

### SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

It was realized from the beginning of the survey, of course, that the various suggestions and recommendations growing out of the facts collected would affect not only individual organizations, but also groups of organizations; and as the field work of the survey began to draw to an end it became more and more apparent that a satisfactory reorganization of the Associated Charities would need to be worked out, together with some plan for bringing about much closer co-operation among all the social agencies. In anticipation, therefore, of such developments, and with a view to preparing the way for handling local social problems on a community-wide and more co-operative basis, a meeting was called by the sub-committee on charities of the general Springfield Survey committee. To it were invited unofficially a number of persons vitally interested in the different agencies of the city. The meeting was well attended and was quite representative.

After a statement of the purpose of the meeting and a discussion of steps to be taken, the following preamble and resolutions were adopted:

Whereas, the Russell Sage Foundation is conducting under the direction of Francis H. McLean, General Secretary of the American Association of Societies for Organizing Charity, a survey of the charitable organizations of this city, and expects to make a report thereon in the summer or early fall, and

Whereas, said report may contain suggestions which it is desirable to adopt and carry into effect, and

Whereas, to adopt and carry into effect certain of said suggestions may require the co-operative action of two or more charitable organizations, while other of said suggestions may be adopted and carried into effect by

## THE SPRINGFIELD SURVEY

the action of a single organization, independent of the action of any other organization, and

Whereas, While action toward carrying said suggestions into effect can only be taken by the proper action of the several organizations, none the less it is desirable to form a non-official conference of unofficial representatives of all the charitable organizations of the city affected by said suggestions to confer in regard thereto:

Therefore, Resolved that a committee consisting of Rev. C. G. Dunlop, Mrs. Stuart Brown, Dr. B. L. Kirby, A. S. Spaulding and A. L. Bowen is hereby appointed to call together such conference in the early fall after said report shall have been received, to confer in regard to the suggestions therein contained.

Further, Resolved that the following policy is suggested with reference to the recommendations contained in said report:

(1) Recommendations contemplating co-operation between two or more charitable organizations shall be referred to special committees upon which members of the governing boards of the organizations affected shall be included to consider and submit to the several organizations affected, plans for carrying into effect such recommendations in so far as may seem advisable that the same be carried into effect, such committees to report from time to time to the conference.

(2) Recommendations which affect exclusively one organization shall be referred to the organization affected and such organization shall be requested to report to the conference by December 1, 1914, what recommendations made are or may be carried out, what are approved but seem impossible of accomplishment, what are disapproved by the board.\*

(3) Upon receipt of each such report the conference shall offer to appoint a Committee on Reconciliation between the recommendations of the report and the attitude of the board, the personnel of each committee to be approved by the board of the organization involved.

(4) When the ultimate program of each organization, so far as it may be affected by the approval or rejection of the recommendations of the report, shall be determined by its board, it shall be requested to make a report to the Conference which shall make an omnibus report to the Survey Committee or its successor including the reports of all the different organizations, such omnibus report to be followed by supplementary reports.

In accordance with these resolutions, and with a view to facilitating the work of the Conference of Social Agencies,

\* Owing to the change in the date of publication of this report, it is suggested that this time be set for April 1, 1916.

## CHARITIES OF SPRINGFIELD

the main suggestions and recommendations offered in this report will be summarized in two groups—those applying to the individual societies and those requiring united co-operative action.

### INDIVIDUAL SOCIETIES

The chief conclusions and recommendations applying to the individual societies may be summed up as follows:

1. First, as to the institutions providing care for children, there are four such. Three of them—the Home for the Friendless, the Orphanage of the Holy Child, and the Lincoln Colored Home—are primarily interested in the dependent and neglected child. The fourth is the Redemption Home, which takes only rescue cases and dependent children who will not be received anywhere else. All apply practically the same methods of care. Although they have marked divergencies of policies, it cannot be said that any of them have attacked the causes of child dependency after thorough investigation of the cases and upon the basis of treatment planned according to the facts discovered. Moreover, the records kept do not sufficiently reveal facts on local conditions making for child dependency to form a basis for community action along preventive lines. While much valuable service has been rendered,—service which in the absence of the institutions might not have been available at all,—it must nevertheless be said that their work has been chiefly custodial and in the nature of material relief. The institutions have not been made to serve as stepping stones to the re-establishment of children in family life nor have they provided such educational, recreational, and other advantages for normal life in the institutions, as the best current experience would dictate. In view of these facts action is recommended along the following lines:

For the more detailed recommendations, reference should be made to earlier parts of the report where the points are discussed in full.

a. Improvements should be made in the investigational work and record keeping as well as in the interpretation of data collected so that the institutions may become not only better educational forces for such children as, after study, are found to need the care of an institution, but that they shall make themselves into educational forces aimed at removing the causes of future child dependency.

b. Each institution should provide only for those children who may not, for the time being, be better cared for in a family home. It should, therefore, be kept small and

#### THE SPRINGFIELD SURVEY

brought up to the highest efficiency in diagnostic work, with sufficient and well-equipped staffs of workers, with well-planned sanitary cottages, provision for medical and psychological examinations, and for efficient training of older girls, not simply in the ordinary work of the households but in domestic science classes.

- c. Except in cases of children requiring custodial care all their lives, the institutions should regard themselves as means to an end, the end being the re-establishment of children in family life; and preferably through a central organization for child welfare.
2. Although established for detention of delinquent children, the Springfield Detention Home has been used much more as a place to hold poor children. This practice is thoroughly condemned. The holding of dependent children in the detention home should be discontinued and provision made for their care in some other institution—preferably the Home for the Friendless—unless completely separate wards can be provided for dependents and delinquents.
3. More investigation, not only of the facts regarding the child's dependency but also of the motives and character of those wishing to adopt children, is needed in the county court.
4. A city dispensary under the city health department should be organized, and it should sooner or later provide for those suffering from tuberculosis. At the same time one of the specific aims of the educational work of the local Tuberculosis Association should be the securing, through city and county funds, of a public tuberculosis hospital.
5. The indigent insane should not be confined in the county jail annex. They are ill, and arrangements should be made for their care in hospital wards pending transfer to the state hospitals.
6. The insane held at the county poor farm should be removed to the state institutions as fast as possible, and no others allowed to become inmates.
7. Confinement in the county jail annex of those suffering from grave alcoholic diseases should be discontinued and arrangements made for treatment in one of the hospitals until such time as the state may provide care for alcoholics.
8. The reorganization of the Associated Charities already recommended, under an experienced secretary, is in process. This should include among other things the establishment of one or more decisions committees, the securing of an assistant secretary, the better planning and organization of the financial campaigns

## CHARITIES OF SPRINGFIELD

of the society, the raising of standards of investigation and treatment, the transfer of the responsibility for the clothing depot to some other organization, and various minor suggestions.

9. Although co-operation between the Tuberculosis Association and the Associated Charities is already close, the importance of referring all cases to the Associated Charities for social service where future destitution seems at all probable is strongly urged.

10. The work of the Humane Society should be reorganized to the end ultimately that all activities of the society relating to children sooner or later be removed to the juvenile court or to a central organization for child welfare, according to the needs of the individual case. The work for the protection of animals should continue to be handled by the police. It is expected, however, that for the present the Associated Charities will need to act as originator of non-support proceedings which otherwise would have fallen in the field of the Humane Society.

11. For the part of the Washington Street Mission, it is recommended that more detailed record keeping of the work of the lodging house for homeless men be gradually developed and also of relief work done, that physical examination and treatment be extended to all applicants, that a definite effort be made to replace men in their ordinary environments, and that the distribution of clothing be separated from the religious work of the mission.

12. The Earl Gibson Sunshine Society should follow a policy of doing no relief work excepting through existing agencies in the city.

13. The King's Daughters' Home for the Aged is urged to establish a sliding scale of prices charged for admission, setting a minimum if necessary; and also to place in trust all capital sums received from inmates, demanding during the lives of the inmates only the income of their estates. The capital would go to the home at the death of the inmate, but in case of a desire to leave the institution, the trust could be easily dissolved and the capital returned.

14. A number of building improvements at the Sangamon County Poor Farm should be arranged for; occupations for all but the bedridden are urged and a graduate nurse should be added to the staff.

15. Improvements recommended for the work of the overseer of the poor of Capital Township include the securing of more experienced workers to handle this important office, a great improvement in the record keeping with reference to essential facts on the families helped, and closer working together be-

## THE SPRINGFIELD SURVEY

tween the overseer and other social agencies along some mutually understood plan of treatment.

16. A second officer of the juvenile court, who shall make more careful investigations and carry on continuous and intelligent visitation of widows, should be appointed. This will undoubtedly result in greater variation in Funds to Parents grants.

17. The school attendance bureau should be reorganized with a social worker in charge, and the work developed and systematized, as indicated in detail in the report.

## UNITED ACTION

Action on the part of more than one society will be required with reference to the following proposed developments:

### Confidential Exchange

The establishment of a confidential exchange by the Associated Charities is recommended. It means that the following agencies should officially agree to use it and that each should make a contribution towards its support. These contributions should range from \$50 to \$5.00 per annum.

Home for the Friendless.

Humane Society (until its work is reorganized as above recommended).

Tuberculosis Association.

Washington Street Mission.

City Physician (or his successor, a general dispensary).

St. Vincent de Paul Society.

Lincoln Colored Home.

Day Nursery.

Salvation Army.

Springfield Improvement League.

These are the agencies which are in daily need of a confidential exchange and which, except for one, are private in character, so that appropriations may be made for the support of the work. A committee should be formed in the conference composed of representatives of the organizations which agree to support the exchange, and this committee should serve as an advisory committee to the Associated Charities in connection with the

#### CHARITIES OF SPRINGFIELD

exchange. The contributions to the exchange thus made will not pay all the expenses involved.

Only one public agency is here listed, the city physician. We doubt if the county board could be induced to make an appropriation for this purpose; but as long as the office of city physician continues it will be worth \$50 of the salary to the incumbent to have such an exchange, for he can regulate his legitimate city work thereby. A dispensary, when established, will inevitably use it and should make an appropriation for that purpose.

The following agencies, public in character, will need it daily, and should also make use of it.

Juvenile Court.

Overseer of the Poor for Capital Township.

Sangamon County Poor Farm.

School Attendance Bureau.

In addition to the above agencies which should use the exchange a great deal, the following private agencies will make use of it also though not so constantly:

Orphanage of the Holy Child.

Earl Gibson Sunshine Society.

The Churches.

The churches should co-operate far more closely than most of them now do.

#### Child Welfare Service

A beginning should be made toward what will ultimately be a well-rounded county-wide child welfare organization which will stand firmly for comprehensive and sympathetic case work and for constructive measures for community betterment. Such an agency should make a thorough diagnosis of each application, socially, medically, and mentally; and should stand ready to supply treatment either through its own resources or through co-operation with other existing agencies. It should initiate an up-to-date placing-out work with departments for mothers with babies and a strong protective department prepared to prosecute when necessary. It should be organically connected with the Illinois Children's Home and Aid Society, and should work in co-operation with the Department of Visitation of

#### THE SPRINGFIELD SURVEY

Children Placed in Family Homes of the State Board of Administration and also with those institutions of the county which deal with children. This work might start under a child welfare committee appointed from Sangamon County by the Home for the Friendless.\*

#### Dispensary Service

The city should establish under its health department a free medical dispensary and take over the general medical service now performed by the city physician. The management of such a dispensary should be in the hands of a paid official, but a large volunteer staff of physicians should be organized. The responsibility for admission to hospitals on county charge should also be placed upon the dispensary. As a first move toward the securing of this dispensary service the Associated Charities should appoint a special committee to confer with the health department and county officials. The committee might later be enlarged to become a committee of the Conference of Social Agencies; and in any case should continue in existence until sufficient public backing has been secured to enable the public officials to act.

#### Movements for Community Improvement

The Associated Charities through its general secretary and upon motion of its board of directors should take up in the Central Conference of Social Agencies or elsewhere any matters developed as a result of its case work which point to the need of undertaking some new activity or enlarging some activity already undertaken, or of effecting some administrative reform or legislative measure, or of educating the community. An illustration of the need of such activity with reference to preventing violations of the child labor law was found in our special investigations of a few families, and also in the study of home conditions in the industrial section of the survey.†

Similarly the co-operation of the Springfield Improvement League will be of great value in making for a more intelligent

\* Since this recommendation was first made, the Home for the Friendless has begun to initiate placing-out and other child welfare work along the lines here outlined.

† See Odencrantz and Potter, op. cit., chapter on Child Labor.

#### CHARITIES OF SPRINGFIELD

public opinion bearing upon current social and civic problems in the city and county.

The Ministerial Association should also be counted on in this connection.

##### County Poor Farm

The Conference of Social Agencies should ask a joint committee of the Associated Charities and the Woman's Club to take up the questions, large and small, connected with the county poor farm, calling upon the conference for whatever other assistance may be needed in order to carry out an effective, and if necessary, long campaign for improvements. This campaign should include an endeavor to secure more adequate accommodations for the insane in state institutions and their removal from the almshouse. Some changes can and should be made at once, but larger building difficulties may involve a far longer campaign to arouse public opinion.

##### Public Outdoor Relief

The conference is also advised to appoint a committee upon which should be represented the Associated Charities, the Tuberculosis Association, and the St. Vincent de Paul Society, to consult with the overseer of the poor of Capital Township as to the possibility of his giving especial attention to tuberculosis relief, the assumption of responsibility in all cases of non-residents, and other matters of mutual concern already pointed out. We would also recommend that the committee take up with the board of supervisors the question of increasing the rate of weekly hospital pay for the county's sick. The work of the agencies indicated is distinctly affected by the policy of the overseer's office.

##### Moral Aid for Social Advance

In addition the conference should lend its moral support, in public ways, to those agencies—the Associated Charities and the children's institutions, for example—upon which must fall the task of making extensive changes in their work involving increased expenditures.

#### **THE SPRINGFIELD SURVEY**

##### **Secretary of Conference**

**It is our recommendation that when the reorganization of the Associated Charities is effected that the new general secretary be asked to serve as secretary of the Central Conference of Social Agencies also, if mutually agreeable.**

##### **Future Development**

**The organization of this unofficial conference of social agencies is suggested so that a center of co-operation may be in existence to take up the recommendations of the survey, and work them out with individual boards of directors or with joint committees and boards.**

**This advisory task in itself may require one or two years. It is hoped that long before the expiration of this period the conference will have succeeded in creating a demand which by mutual discussion and agreement shall bring about the steady, related, coöordinated, constructive development of social work in Springfield.**

## **APPENDICES**



## APPENDIX A

**TABLE 12.—INCOME, EXPENDITURE, AND NUMBER OF CHILDREN IN CARE, FOR FOUR CHILDREN'S INSTITUTIONS. SPRINGFIELD, 1913**

	Home for Friend- less	Lincoln Col- ored Home	Or- phan- age of the Holy Child	Spring- field Re- demp- tion Home	Total
<b>Income<sup>a</sup> from</b>					
Public funds .....	\$2,618	\$1,000	..	\$ 988	\$4,606
Investments.....	3,304	..	..	..	3,304
Donations, subscriptions, etc.....	2,316	489	\$1,776	1,500	6,081
Board of inmates.....	1,204	..	..	..	1,204
Miscellaneous sources.....	188	..	..	..	188
<b>Total.....</b>	<b>\$9,630</b>	<b>\$1,489</b>	<b>\$1,776</b>	<b>\$2,488</b>	<b>\$15,383</b>
<b>Expenditure<sup>b</sup> for</b>					
Salaries and wages .....	\$2,472	\$ 106	\$ 219	..	\$2,797
Provisions.....	2,701	751	759	\$1,930	6,141
Fuel and light.....	655	151	290	157 <sup>c</sup>	1,253
Clothing and bedding .....	774	236	..	..	1,010
Ordinary repairs.....	452	162	65	313 <sup>d</sup>	992
Miscellaneous purposes .....	2,302	122	24	80	2,528
<b>Total.....</b>	<b>\$9,356</b>	<b>\$1,528</b>	<b>\$1,357</b>	<b>\$2,480</b>	<b>\$14,721</b>
Total number of children in care .....	173	30	15	100	318
Average number of children in care .....	85	15	15	25	140
<b>Per capita expenditure<sup>e</sup>.....</b>	<b>\$110</b>	<b>\$102</b>	<b>\$90</b>	<b>\$99</b>	<b>\$105</b>

<sup>a</sup> Not including receipts for purposes other than maintenance.

<sup>b</sup> Not including improvements or other extraordinary expenses.

<sup>c</sup> Not including light.

<sup>d</sup> "Buildings."

<sup>e</sup> Based on average number of children in care during year.

## APPENDIX B

**TABLE 13.—MOVEMENT OF POPULATION IN FOUR INSTITUTIONS FOR CHILDREN. SPRINGFIELD, ILLINOIS**

	Child population of				
	Home for the Friend- less	Lincoln Colored Home	Orphan- age of the Holy Child	Spring- field Re- demp- tion Home	All Spring- field in- stitutions
In institutions on day of visit, May, 1914.....	90	20	13	25	148
In institutions at the begin- ning of 1913.....	75	20	13	39	147
Received during 1913.....	98	10	2	61	171
Total cared for in 1913	173	30	15	100	318
Discharged during 1913:					
To parents or relatives .....	31	8	..	16	55
To foster homes:					
Free .....	27	2	..	3	32
To board .....	..	..	..	..	..
To work .....	..	..	2	..	2
Transferred to other or- ganizations .....	48	..	1	2	51
Died .....	..	..	..	12	12
Otherwise discharged .....	..	..	..	30*	30*
Total discharged during 1913.....	106	10	3	63	182
In institutions at the end of 1913.....	67	20	12	37	136

\* Discharged in ways specified but figures not distributed.

**TABLE 14.—POPULATION OF FOUR INSTITUTIONS, CLASSIFIED BY SEX**

Institution	Children in institution at			
	Beginning of year		End of year	
	Girls	Boys	Girls	Boys
Home for the Friendless.....	29	46	23	44
Lincoln Colored Home.....	10	10	8	11
Orphanage of the Holy Child.....	13	..	12	..
Springfield Redemption Home*.....	39	..	37	..
Total.....	91	56	80	55

\* Nineteen of the inmates at the beginning of the year were erring girls; the remaining 20 were babies or young children.

## APPENDIX C

NAME <i>(If Colored write N. in Name Column)</i>	ADDRESS	5000 Amherst Street 2-8.
First Name, Father	Age	Occupation
<i>J.</i>	<i>2</i>	<i>Painter</i>
First Name, Mother	Age	Occupation
<i>M.</i>	<i>2</i>	<i>Wife</i>
First Name, Children	Age	Occupation
<i>John</i>	<i>5</i>	<i>Wife</i>
<i>John</i>	<i>2</i>	
Form of Treatment.		
For Whom and When.		Result.
<p><i>Gale released from hospitalization for pneumonia</i></p> <p><i>Montgomery George H. 2</i></p> <p><i>Pneumonia</i></p> <p><i>January 20, 1933</i></p> <p><i>Discharged</i></p>		
Agencies Co-operating		
Material Relier in 1933		
Conditions of Family		
Employment		
Family background		
Special Data		
<i>C. Cheshire, Researcher 10:3-20-3</i>		
THE SPRINGFIELD SURVEY		

**BRANK FORM USED IN SUMMARIZING FAMILY RECORDS OF SPRINGFIELD SOCIAL AGENCIES**

The form was drafted to meet the special case in Springfield, where a previous examination of records showed the kind of data available. The form should not be regarded as a model or inclusive blank for similar studies elsewhere

## APPENDIX D

### SPRINGFIELD SOCIETIES AND SOCIAL AGENCIES

The social agencies of Springfield at the time of the survey numbered 47. They are listed below together with a brief statement of their scope.

#### PRIVATE AGENCIES

**SPRINGFIELD HOME FOR THE FRIENDLESS.** Deals only with children, dependents, and high grade defectives. Receives children for institutional care, placing out or boarding at expense of guardians.

**ORPHANAGE OF THE HOLY CHILD.** A home for full orphan girls from any part of the Episcopal Diocese (not limited to denominational lines). Children are placed out from the institution.

**LINCOLN COLORED OLD FOLKS AND ORPHANS' HOME.** As its name implies, it is for these two classes of colored people. Children are placed out from the home.

**SPRINGFIELD REDEMPTION HOME.** A rescue home chiefly sheltering unmarried women soon to become mothers. Also places out children and is generally caring for a few in the home.

**ASSOCIATED CHARITIES.** A society for the co-operative treatment of family and community problems. Has been largely a relief organization.

**SPRINGFIELD TUBERCULOSIS ASSOCIATION.** Maintains dispensary for the tuberculous, also visiting nurses, who do both tuberculosis and general nursing; promotes educational campaigns against tuberculosis.

**SPRINGFIELD HUMANE SOCIETY.** A society "to assist in the enforcement of the laws in relation to cruelty to children and animals."

**WASHINGTON STREET MISSION.** Maintains a mission with religious services, also a lodging house for homeless men. Gives relief to families as an adjunct to religious work.

**ST. VINCENT DE PAUL SOCIETY.** Provides material relief for families in distress. Membership from Catholic churches. Attempts constructive work.

**SPRINGFIELD DAY NURSERY.** A place where working women may leave their children under school age when away from home to work. Organized while the survey investigations were in progress.

**EARL GIBSON SUNSHINE SOCIETY.** A society aiming to help families

## APPENDICES

through other societies; also makes visits to county poor farm and hospitals; supports work with blind babies and maintains trained nurse during Fair Week in Springfield.

**SALVATION ARMY.** Maintains mission; provides material relief for destitute families.

**KING'S DAUGHTERS' HOME FOR THE AGED.** A home for aged women.

**ST. JOSEPH'S HOME FOR THE AGED.** A Catholic institution for the aged of both sexes; no denominational limitations.

**SPRINGFIELD IMPROVEMENT LEAGUE.** An organization of Springfield women working for a cleaner and more beautiful city. (This agency was organized after the field work of the survey was completed.)

**ST. JOHN'S HOSPITAL.** A private pay hospital but receives county patients through overseer of the poor, at a weekly rate of \$4.00. Carries on no public campaign for funds.

**SPRINGFIELD HOSPITAL.** A private pay hospital which, however, maintains a ward for children whose guardians are unable to pay usual charges.

**PROTESTANT CHURCHES (21).** Many of these provide some charitable relief in addition to religious work.

**YOUNG MEN'S CHRISTIAN ASSOCIATION.** Religious, recreational, educational, and physical organization for boys and men. Has an employment bureau.

**YOUNG WOMEN'S CHRISTIAN ASSOCIATION.** Religious, recreational, educational, and physical organization for girls and women. Maintains also a cafeteria and Traveler's Aid.

## PUBLIC AGENCIES

**SANGAMON COUNTY POOR FARM.** For aged people. A few others, including a number of the insane, are cared for.

**OVERSEER OF THE POOR FOR CAPITAL TOWNSHIP.** Gives relief in form of food, fuel, pauper burials, hospital service, and transportation.

**COUNTY AND JUVENILE COURT.** Deals with dependent and delinquent children, abandonment and non-support cases, and granting of funds to parents. (This is counted here as two agencies.)

**CITY PHYSICIAN.** Appointed by the board of supervisors for Capital Township. Treats poor patients without charge and recommends hospital treatment, and so forth, through township overseer of the poor.

**DENTAL DISPENSARY.** Maintained for school children by board of education.

**TRUANCY OFFICER.** An officer of the board of education.

**SCHOOL NURSES.** Officers of the board of education.

Of these 47 agencies, 36 co-operated by furnishing a complete or partial

#### APPENDICES

registration of families receiving service from them in 1913, or for other periods as noted on pages 60-61.

As to the 11 from whom no returns were received, the Young Men's Christian Association and Young Women's Christian Association naturally have no immediate contact with family rehabilitation; the county poor farm does not deal with families in their homes; the Humane Society officer declined to submit his individual family records; the Earl Gibson Sunshine Society had no records, its family work being done through other agencies; the two homes for the aged—King's Daughters and St. Joseph's—dealing only with old people, were not asked to register; and a request made to the Springfield Redemption Home for registration was withdrawn because of the delicate character of its relations with wayward girls. The Salvation Army work had just been reorganized and the Springfield Day Nursery just organized. The Springfield Improvement League was organized since the survey and is not counted among the 47. The absence of registration on the part of the Lincoln Home was due to a joint oversight of the home and of the survey staff.

## APPENDIX E

**TABLE 15.—COMPARISON OF FOOD COST PER FAMILY PER DAY FOR  
TWO DAYS. NEW YORK, 1909, AND SPRINGFIELD, 1913**  
(The size of family used here is six)

Food	Food cost per family per day for article specified			Excess of Springfield prices over New York prices
	Kind	Quantity	New York	Spring- field
<b>First day</b>				
Corn meal.....	2 lbs.	\$ .06	\$ .06	..
Milk.....	2 qts.	.16	.16	..
Sugar.....	½ lb.	.03	.03	..
Beef heart.....	½ lb.	.10	.07	\$-.03
Rice.....	½ lb.	.04	.05	+.01
Prunes.....	1 lb.	.08	.10	+.02
Coffee.....	½ lb.	.03	.04	+.01
Tea.....	.. <sup>a</sup>	.02	.02	..
Cocoa shells.....	.. <sup>a</sup>	.01	.. <sup>b</sup>	.. <sup>b</sup>
Butter.....	¼ lb.	.09	.07	-.02
Bread.....	2 loaves	.10	.10	.. <sup>b</sup>
Potatoes.....	.. <sup>a</sup>	.10	.. <sup>b</sup>	.. <sup>b</sup>
Molasses.....	.. <sup>a</sup>	.10	.. <sup>b</sup>	.. <sup>b</sup>
Total.....		\$ .71 <sup>c</sup>	\$ .70	\$-.01
<b>Second day</b>				
Oatmeal.....	.. <sup>a</sup>	\$ .03	\$ .03	.. <sup>b</sup>
Milk.....	3 qts.	.24	.24	..
Sugar.....	1 lb.	.06	.06	..
Bread.....	3 loaves	.15	.15	..
Potatoes.....	1 qt.	.10	.05 <sup>d</sup>	-.05
Tripe.....	2 lbs.	.12	.12 <sup>e</sup>	..
Onions.....	.. <sup>a</sup>	.05	.05	..
Butter.....	¼ lb.	.09	.07	-.02
Apples.....	.. <sup>a</sup>	.05	.. <sup>b</sup>	.. <sup>b</sup>
Coffee and tea.....	.. <sup>a</sup>	.05	.05	..
Cheese.....	½ lb.	.05	.05	..
Total.....		\$ .94 <sup>c</sup>	\$ .87	\$-.07

<sup>a</sup> Amount not indicated.

<sup>b</sup> Information not available.

<sup>c</sup> Not including items for which information for Springfield was not available.

<sup>d</sup> Assuming potatoes were bought by the peck, price \$ .35.

<sup>e</sup> Since tripe is not readily procured in Springfield, a substitute is assumed.

## APPENDIX F

### FISCAL CONSIDERATIONS WITH RELATION TO PRIVATE AGENCIES

The contributors' lists of the different Springfield social agencies, taking their last fiscal year, were obtained from the Associated Charities, Home for the Friendless, Tuberculosis Association, Humane Society, Orphanage of the Holy Child, Lincoln Colored Old Folks and Orphans' Home, Washington Street Mission, King's Daughters' Home, Young Women's Christian Association, Young Men's Christian Association, and the Earl Gibson Sunshine Society. They could not be obtained from the Redemption Home or St. Joseph's Home for the Aged. The Salvation Army was too lately established and the day nursery too recently organized to make any report.

The lists from the Young Men's Christian Association, the King's Daughters, and the Earl Gibson Sunshine Society did not indicate the amounts of the individual contributions. None of the lists, of course, included the names of purchasers of tickets to entertainments, nor were the purchasers of Red Cross Christmas seals included.

Individual contributors may be classified by total amounts given to all causes, so far as known, as shown in Table 16:

**TABLE 16.—AMOUNTS, INCLUDING MEMBERSHIPS, GIVEN TO PRIVATE SOCIAL AGENCIES BY INDIVIDUAL CONTRIBUTORS.**  
**SPRINGFIELD, 1913**

Amount contributed during year	Persons who contributed the amount specified
Less than \$5.00.....	581
\$5.00 and less than \$10.....	390
\$10 and less than \$25.....	230
\$25 and less than \$50.....	52
\$50 and less than \$100.....	17
\$100 or more.....	14
Unknown.....	267
Total.....	1,551

## APPENDICES

This is an interesting result. It shows a pretty democratic support, not top heavy with contributors in the classes giving over \$50. There is, however, too great a decline in the proportions from the \$10 to \$25 group to the next two classes giving larger amounts; there should be more in the two latter groups. Satisfactory as the showing on the whole may be, there should be an education of more persons to enter the group of smallest givers and also a gradual pushing up from the group of small contributors to that of larger givers. We question whether anyone would for a moment affirm that any of the classes have reached "capacity limit."

Next let us notice the contributors classified by the number of agencies which they are assisting to support, as shown in Table 17.

TABLE 17.—CONTRIBUTORS CLASSIFIED BY NUMBER OF AGENCIES TO WHICH THEY CONTRIBUTE. SPRINGFIELD, 1913

Number of agencies	Contributors
One.....	1,065
Two.....	270
Three.....	117
Four.....	57
Five.....	26
Six.....	8
Seven.....	8
Total.....	1,551

This is a less satisfactory showing. It does not indicate a sufficiently broad basis of social sympathy when in a city of Springfield's size, only 42 persons are contributing to five or more agencies; and only 99 to four or more. No evidence was found showing any careful intensive development of the field.

### INCOME

A classification of sources of income from all societies appealing for public support, which consented to fill out financial blanks prepared by the survey, gives us Table 18.

### METHOD OF COLLECTING FUNDS

The Associated Charities, the Home for the Friendless, the Washington Street Mission, the Humane Society, and the King's Daughters' Home for Women raised money by personal and correspondence appeals.

The Washington Street Mission made use of a religious field day in which outside assistance in conducting the meetings was secured. The King's Daughters had the advantage of the co-operation of 19 local circles.

TABLE 18.—INCOME AND SOURCES OF INCOME OF CERTAIN AGENCIES: SPRINGFIELD, ILLINOIS, 1913

Agency	Fiscal year closing	Contributions <sup>a</sup>	Endowments	Income from		
				Inmates or beneficiaries	City, county, state	All other
Associated Charities	Dec. 31, 1913	\$2,006.32				\$2,006.33
Home for the Friendless	Dec. 31, 1913	2,316.00	\$3,304.00	\$1,204.00	\$2,618.00	9,630.00
Tuberculosis Association	Jan. 26, 1914	2,621.90 <sup>b</sup>	..	..	260.00	546.61
Washington Street Mission	Jan. 24, 1914	3,408.13 <sup>c</sup>	..	527.90 <sup>d</sup>	..	3,428.60
Humane Society	Dec. 31, 1913	240.00	..	..	..	3,936.00
King's Daughters' Home for Women	May, 1913	4,415.49 <sup>e</sup>	..	1,050.00 <sup>f</sup>	..	240.00
Redemption Home	..	1,500.00	..	..	..	..
Lincoln Home	..	489.00	..	..	..	..
Orphanage of the Holy Children	..	1,776.00	..	..	..	..
St. Vincent de Paul Society	Nov. 20, 1913, to Feb. 28, 1914	..	..	..	..	..
Y. M. C. A.	Dec. 31, 1913	2,928.54	110.00	4,704.29 <sup>g</sup>	..	1,646.12
Y. W. C. A.	Dec. 31, 1913	..	..	8,574.37	..	12,046.15 <sup>h</sup>
			\$3,414.00	\$16,060.56	\$4,866.00	20,620.52
Total		\$22,431.21			\$14,426.88	\$61,198.65

<sup>a</sup> Includes receipts from entertainments.<sup>b</sup> Includes receipts of \$1,262 from Red Cross stamp.<sup>c</sup> Includes contributions from collections at meetings.<sup>d</sup> Payment of lodgings.<sup>e</sup> Of this amount only \$1,355.68 was raised outside the membership of 10 King's Daughters' Circles. It also includes a few miscellaneous items, such as interest, which could not be separated.<sup>f</sup> Transferred to endowment fund.<sup>g</sup> Membership, class, and other dues paid by members for use of facilities of the associations.<sup>h</sup> This amount may be subdivided as follows: Cafeteria, \$11,271.38; rental of auditorium and parlors, \$4,18.50; miscellaneous, \$156.27.

## APPENDICES

The Young Men's Christian Association raised its revenue largely by personal or correspondence appeals but also by benefits and to some extent by entertainments. The largest single item in 1913 was \$535.91 from a circus in the armory. The larger part, \$2,500 approximately, was raised by appeal. The sum of \$1,100 salary was paid for a solicitor in 1913.

The Tuberculosis Association received the sum of \$1,261.99 from the sale of Christmas seals. It also is sometimes the beneficiary from dramatic entertainments, these being conducted however through an intermediary, the Woman's Club, which in the last fiscal year gave \$1,000 to the association. It received \$429 from an industrial insurance company for nursing service for its policy holders. Its other income is in the form of membership or contributions.

The Young Women's Christian Association makes no appeal for general contributions, though it is presumed that the interest of some of those holding membership cards is philanthropic and not entirely personal.

## RECOMMENDATIONS

We should strongly urge the publication of an annual report by each society having receipts amounting to \$1,000 or over. We do not mean a report simply given out through the newspapers, but one separately printed giving an account of the work, a financial statement, and a list of contributors with amounts contributed.

We would also recommend that all societies having receipts amounting to \$100 or over have their account audited yearly by certified accountants.

These two essentials to good stewardship of trust funds are not now a part of the system of most of the societies.

## APPENDIX G

### MATERIAL RELIEF IN SPRINGFIELD

An analysis was made of the total amount of material relief given by the different Springfield agencies. The exact amounts are not given, but a grouping is made of them by \$5.00, \$10, and (in one case) \$25 classifications. These results are shown in Table 19. The table is confined to outdoor material relief, not including expenditures by the county for hospital care nor in fact any other county expenditures than those going directly into the homes of families living in the city.

**TABLE 19.—MATERIAL RELIEF GIVEN BY SPRINGFIELD AGENCIES  
DURING 1913**

Amount of relief given during year	Families that receive the amount of relief specified from								All families
	Associated Charities	Churches and church societies	Juvenile court	School nurse	Springfield Hospital, Children's Ward	Helping Hand Circle	King's Daughters	Overseer of poor	
Less than \$5.....	61	12	..	..	3	1	83	160	
\$5 and less than \$10.....	15	15	..	1	..	..	..	53	84
\$10 and less than \$15.....	5	3	..	..	1	..	..	37	46
\$15 and less than \$20.....	4	3	..	..	1	..	..	24	32
\$20 and less than \$25.....	2	..	..	..	..	..	..	18	20
\$25 and less than \$30.....	2	1	..	..	..	..	..	12	15
\$30 and less than \$40.....	1	1	..	..	..	..	..	23	25
\$40 and less than \$50.....	..	1	..	..	1	..	..	24	26
\$50 and less than \$60.....	..	3	..	..	..	..	..	11	14
\$60 and less than \$70.....	..	..	..	..	..	..	..	10	10
\$70 and less than \$80.....	..	2	..	..	..	..	..	3	5
\$80 and less than \$90.....	..	..	..	..	..	..	..	2	2
\$90 and less than \$100.....	..	1	12	..	..	..	..	..	13
\$100 or more.....	1	2	33	..	..	..	..	1	37
Total.....	91	44	45	1	6	1	301	489	

## **INDEX**



## INDEX

- ADMISSION AND DISCHARGE:** rules governing for children's institutions, 12-14
- ADOPTION AND THE COUNTY COURTS,** 20-21
- ASSOCIATED CHARITIES:** activities not progressive, 108-110; child labor, 110; clothing stations, 117-118; co-operation with health department urged, 48, 49; co-operation essential in social service, 61-100, 105-122; confidential exchange needed, 113-115, 160-161; decisions committee to organize, 115-116, 126; extensive scope of work, 105-120; finance campaigns, 118; function of governing admissions, 14; mothers' clubs and school work, 150; preventive coördination, 111; private agency for relief, 170, 175; record keeping, 107; records of families benefited, 57, 59, 61-62, 64, 100, 105-107; relation to other agencies, 108, 110, 111, 120; reorganization recommended, 155, 158-164; service reforms recommended, 119-120; special fund, 108; staff and office arrangement, 106-107; staff reorganization, 111-112, 155, 158-164; supervision of child labor, 110; Tuberculosis Association co-operates, 108; volunteer service, 107, 117
- CAPITAL TOWNSHIP:** improvements suggested, 159; services of overseer of poor, 138-142; outdoor relief expenditures, 139-142
- CENTRAL CONFERENCE OF SOCIAL AGENCIES,** 111, 119-120
- CHARITIES SURVEY:** aim of, 2; general method, 2-3
- CHILD-CARING AGENCIES:** cost of operating, 9; dependent children in, 7-20; essential work extended by, 31; reports of state board, 9; State Department of Visitation, 29, 32
- CHILD DEPENDENCY:** adequate records a preventive measure, 8-11; proportion in Springfield, 8
- CHILD LABOR AND THE ASSOCIATED CHARITIES,** 110
- CHILDREN'S AID SOCIETY:** urgency for, 161-162
- CHILD WELFARE:** accurate records essential, 30; a preventive and constructive program needed, 33-38; children's aid society recommended, 161-162; county organization to promote, 32-34; essential provisions, 30-31; maternity homes and registration, 21; organized co-operation needed, 17-20; school attendance problems, 149-151; special training for, and high standards, 29, 30, 32-38
- CITY PHYSICIAN:** and a confidential exchange, 160, 161; duties, and district covered by, 41-42; public agency for the poor, 171
- CLOTHING STATIONS:** needed regulations, 117-118
- COMMUNITY PROBLEMS:** civic and social, 162-163
- CONFERENCE ON SOCIAL AGENCIES:** activities of, 162
- CONFIDENTIAL EXCHANGE:** primary purpose, 113-115, 160-161
- CONTRIBUTORS CLASSIFIED:** 174-177
- CO-OPERATIVE PLANNING:** city and county ideals, 30; community measures, 108-111; courts and charity organizations, 36, 121, 122, 171; essential in social service, 61-122, 171
- COUNTY COURTS:** adoption without special investigation, 20-21

## INDEX

- COUNTY JAIL ANNEX: detention home, 8
- COUNTY ORGANIZATION: and co-operation, 32-34; need of, in Sangamon County, 32-36
- DEAF AND BLIND: special provision needed, 31
- DECISIONS COMMITTEE: advisory to Associated Charities, 115-117, 120
- DELINQUENTS: separate homes for, 15; state provision needed, 31
- DEPARTMENT OF VISITATION: corrects abuses, 14, 16-17; high standards of, 29, 32; supervisory powers of, 32; valuable reports of, 9
- DEPENDENTS: first child-caring agencies, 7; delinquents' homes separate, 15
- DESERTION: disability cases, 76-80
- DETENTION HOMES: not for dependent children, 38
- DISABILITY: Funds to Parents, 144-146; nature of, 64-68, 100-101; social service records, 62-101; widowhood a primary factor, 65, 66, 69-75
- DISPENSARY SERVICE: recommendations for, 41-50; service needed, 161, 162; Washington Street Mission, 125
- EARL GIBSON SUNSHINE SOCIETY: 127; private agency for families, 170-171; relief work policy, 159
- EDUCATIONAL: attendance bureau, 146-151; census reports, 148-149; dental dispensary, 171; Dr. Ayres, on compulsory attendance, 146, 147; laxness of schools and social agencies, 89-93; parochial schools, 148; reorganization measures, 160; school nurses, 171; social problems, 149; study of school records, 26
- FINANCE CAMPAIGNS: organization of, 118, 120
- FIRE PROTECTION: inadequacy of, 23-25
- Food Costs: approximate differences, 97-99; comparative table, 173; extremes of standards, 26
- FOSTER HOMES: inadequacy of, 33; institutions which place children in, 8; State Department of Visitation, 16-17, 29, 32; state supervision of, 32
- FUNDS: method of collecting, 175, 177
- HEALTH PROTECTION: hospitals and service in Springfield, 41-50
- HISTORY OF INMATES: meagerness of records, 10-11
- HOME FOR THE FRIENDLESS: administrative problems of, 22, 23; admission and discharge, 13, 14; financial report and attendance, 167, 168; first child-caring agency, 7; fire menace, 23-24; placing-out work, 16; private agency for children, 170, 175; records of civil conditions, 11; school records, 26-27
- HOSPITALS: need of, in communities, 31; recommendations for promoting service in, 43-50
- HUMANE SOCIETY: cruelty to animals, 121, 122; private agency for children and animals, 170, 175; promotion of activities, 159; scope of endeavors, 121-123; secures foster homes, 8
- HYGIENIC CONDITIONS: needed reforms in, 25-26
- ILLINOIS CHILDREN'S HOME AND AID SOCIETY: coördination with Sangamon County, 34, 35
- INADEQUACY: social service records, 62-101
- INCOME AND LIVING COSTS: variable standards, 95-101, 173
- INCOME AND SOURCES: table for, 176
- INDUSTRIAL TRAINING: for young mothers, 35; lack of in homes, 27
- INSANE: basement cells at Sangamon County Poor Farm, 134; facilities for, at Sangamon County Poor Farm, 46-47; hospital wards needed, 50;

## INDEX

- INSANE (Continued)**  
 Jacksonville State Hospital, 46; legislation to provide state hospitals, 137; Sangamon County Jail Annex, 49, 50
- INSTITUTION DEVELOPMENT and Equipment**, 36-38
- INSTITUTION STAFFS**: nominal salaries, 22-23
- INTEMPERANCE**: rehabilitation work necessary, 83-85
- INVESTIGATION METHODS**: 112
- IRREGULAR SCHOOL ATTENDANCE**: problems involved, 89-93
- JUVENILE COURTS**: and the Humane Society, 121-122; detention home operated by, 7-8; essential in communities, 30, 31; Funds to Parents grants, 144-146; public agency, 171; remedial measures to aid, 33; second officer needed, 160; widowhood needs, 144-146
- KING'S DAUGHTERS' HOME FOR THE AGED**: 128-130; admission charges, 159; private agency for women, 171, 175
- LINCOLN COLORED HOME**: financial report and attendance, 167, 168; organized in 1898, 7, 12-13; overcrowding, a fire menace, 23; private agency, 170; rules of admission, 12
- MATERNITY HOMES**: and child welfare, 13, 21; industrial training, 35, 36
- MENTAL DEFICIENCY**: care, 46-47; cases of, and inadequate records, 80-83; training essential, 31
- N. Y. ASSOCIATION FOR IMPROVING THE CONDITION OF THE POOR**: comparative food costs, 98, 99, 173
- NON-SUPPORT CASES**: court records, 83-85, 93-95
- NURSERIES**: benefit to mothers, 126-127; Springfield Day Nursery, 170
- OPEN AIR COLONY**: Capital Township patients, 142; private agency, 48; Tuberculosis Association, 45
- OPERATING COSTS**: a comparison of, 9
- ORGANIZED EFFORT**: case histories cited, 17-20
- ORPHANAGE OF THE HOLY CHILD**: admission and discharge, 13; Episcopal home for girls, 7, 8; equipments for health reform, 26; financial report and attendance, 167, 168; not an educational home, 36; private agency for girls, 170; protection against fire, 23
- ORTHOPEDIC SERVICE**: need of, 31
- OUTDOOR RELIEF**: committees recommended, 163
- OVERSEER OF POOR**: office of, for Capital Township, 138-142; public agency for Capital Township, 171
- PAROCHIAL SCHOOLS**: co-operation with attendance officers, 148
- PHYSICAL CARE IN INSTITUTIONS**: policies regulating, 12-13
- PLACING-OUT SOCIETIES**: foster homes, 34; regulating abuses, 16-17
- PREVENTIVE AND CONSTRUCTIVE PROGRAM**: necessity for, 33-38
- PRIVATE AGENCIES AND SOCIAL SERVICE**, 105-131, 170-171
- PROVISIONS ESSENTIAL TO CHILD WELFARE**, 30-31, 33-38, 161-162
- PUBLIC AGENCIES**: 171
- RECEIVING HOMES**: need of, for temporary care, 31
- RECOMMENDATIONS FOR REORGANIZATION**: 155-164
- RECORD KEEPING**: Associated Charities, 107; families benefited, 57, 59, 61-62, 64, 100, 105-107; filing system, 57-59; institutions adopting, 10; practical methods, 37-38; useless methods, 10-11
- RECREATION NEEDS**: facilities lacking, 27-28

## INDEX

- REDEMPTION HOME:** financial report and attendance, 167, 168; overcrowding, a fire menace, 25; private agency for unmarried women, 7, 10, 13, 167, 168
- RENTS:** data, and U. S. Census, 96-97
- REORGANIZATION:** Associated Charities staff, 111-112
- RESCUE HOME:** irregular salaries, 23
- ROMAN CATHOLIC ORPHANAGE:** at Alton, 8
- RUSSELL SAGE FOUNDATION:** conducting survey, 155
- SALARIES:** inadequately paid institution workers, 22, 23
- SALVATION ARMY:** branch, 127; private agency and mission, 171
- SANGAMON COUNTY:** reorganization of work needed, 32-34
- SANGAMON COUNTY POOR FARM:** campaign for improvements, 163; insane patients, 46-47; public agency for the aged, 171; recommendations for, 159; suggested improvements, 136-138; summary of report on, 132-138
- SICKNESS:** city physician, 41-42; outside aid, 41-43; public health and sanitation, 88-89; Springfield Tuberculosis Association, 41-45; unsatisfactory record-keeping, 42
- SOCIAL SERVICE:** Associated Charities, 105-120; clothing stations, 117-118; confidential exchange, 113-115; coercive methods in cases of intemperance, 83-85; co-operation and community movements, 108-111; co-operation essential, 53-68; day nursery, 126-127, 170; decisions committee, 115-117; desertion, 76-80; disability cases in families, 62-101; Earl Gibson Sunshine Society, 127; families benefited, 2, 57-68; family disabilities, 62-68, 100-101; food costs, 97-99; handling special funds, 108; Humane Society, 121-123; income and cost of living, 95-101; irregular school attendance, 89-93; King's Daughters' Home for the Aged, 128-130; mental deficiency, 80-83; non-support and court records, 93-95; normal conditions promoted, 53-56; preventive work, 56-57; private agencies provide, 105-131; problems in treatment of disabled families, 69-101; record keeping, 56-57, 59; records showing inadequacy, 72-101; rents, 96-97; St. John's Hospital, 43, 47, 48, 59, 63, 171; St. Joseph's Home for the Aged, 130; St. Vincent de Paul Society, 59, 126; Salvation Army, 127, 171; sickness other than tuberculosis, 88-89; Springfield Improvement League, 130-131; staff reorganization, 111-113; tuberculosis, 85-88; Tuberculosis Association, 120-121, 159, 163, 170-177; volunteer workers, 3-4, 117; Washington Street Mission, 123-125, 159, 170, 175; widowhood problems, 69-75, 144-146
- ST. JOHN'S HOSPITAL:** county patients in, 43, 47, 48, 63; private agency, 171
- ST. JOSEPH'S HOME FOR THE AGED:** 130; private agency, undenominational, 171
- ST. VINCENT DE PAUL SOCIETY:** co-operative service, 126; private agency for families, 170; social service records, 59
- SPECIAL FUNDS:** handling of, by Associated Charities, 108
- SPRINGFIELD DAY NURSERY:** a private agency, 170
- SPRINGFIELD DETENTION HOME:** pending court decisions, 14-15
- SPRINGFIELD'S ECONOMIC ADVANTAGES,** 1
- SPRINGFIELD HOSPITAL:** free ward for children, 43; private agency, 171
- SPRINGFIELD IMPROVEMENT LEAGUE:** civic and social problems, 130-131, 162-163; private agency for civic service, 171
- SPRINGFIELD INSTITUTIONS:** future scope of, 34-36

## INDEX

**STAFF OF CHARITIES SURVEY:** 3

**STATE PROVISION:** scope of, 30-32

**TEMPORARY CARE OF CHILDREN:** essential provisions, 30-31

**TRANSPORTATION AGREEMENT:** policy of, for dependents, 142, 143

**TUBERCULOSIS:** almshouse annex needed, 142; co-operative service in specific cases, 85-88; Open Air Colony, 45, 48; patients at Sangamon County Poor Farm, 134, 137; Springfield Association, free dispensary, 45, 50; Tuberculosis Association, 41-45, 120-121, 159, 163, 170-177

**TUBERCULOSIS ASSOCIATION:** co-operation with Associated Charities, 120-121; outdoor relief committees, 163;

private agency and dispensary, 41-45, 170, 177; social service and the Associated Charities, 159

**VOLUNTEER WORKERS:** scope of services, 3-4, 117

**WASHINGTON STREET MISSION:** objects of, and departments of work, 123-125; private agency and religious adjunct, 170, 175; recommendations for, 159

**WIDOWHOOD:** co-operative service needed, 69-75; disability problems, 69-75; Funds to Parents grants, 144-146

**YOUNG MEN'S CHRISTIAN ASSOCIATION:** private agency, 171, 177

**YOUNG WOMEN'S CHRISTIAN ASSOCIATION:** comparative food costs, 98, 99, 173; private agency, 171, 177

